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So They Say

• Institutions have rarely been killed while they are alive.—*The late* A. LAWRENCE LOWELL, *president emeritus, Harvard University.*

• Not fragmentation but federation must increasingly be the key to human affairs. —SYUD HOSSAIN, *former editor of The Bombay Chronicle.*

• We have loaned our liberties to the government, but we expect to get them back with interest after the war.—MARGERY FRY, *English publicist, to West Virginia Conference of Social Work.*

• One of the tests of a people's civilization is its capacity to treat well a defined minority. To fail in this is to revert to the ethics of the wolf-pack; and to succeed is the evidence of moral stability.—*The Archbishop of Canterbury, to the Jewish Bulletin.*

• Beneath the conflict of nations we discern a crisis of civilization itself—a conflict of moral ideas and two different conceptions of the meaning and end of human existence. In this conflict the Christian church has a valid and inescapable concern. — *From a statement adopted by the Federal Council of Churches.*

• The problems of victory are more agreeable than those of defeat, but they are no less difficult. — WINSTON CHURCHILL, *to the House of Commons.*

• The revival in our day by any man or people of the divine right to rule, particularly to rule the world, is a piece of humorless blasphemy. — FELIX FRANKFURTER, *Associate Justice of the U. S. Supreme Court.*

• As has been witnessed in North Africa, the banners of the United Nations bring food and freedom. . . . We have a weapon that the Nazis long ago threw away: the ordnance of mercy and good will.—*New York Times editorial.*

• We may not notice it now and only gradually become aware of it, but looking back a few years hence we shall surely know that the day when the first sugar coupon was used marked the beginning of a great revolution; for the distribution of existing goods is one of the paramount functions of human society. If the manner of distribution changes, society and life itself change.—KURT SOLMSSEN *in Harpers.*

• Men cannot fight in yesterday and win, however modern the weapon in their hands. — PEARL S. BUCK *in Survey Graphic.*

• Wouldn't it be awful for some of us if we were horses in England! There, before the animal can get its ration card, it has to prove that it is useful.—POLLY WEBSTER *in Boston Globe.*

• Governments, like clocks, go with the motion men give them, and as governments are made and move by men, so men are ruined, too.—WILLIAM PENN'S *Frame of Government for Pennsylvania, 1662.*

• There is . . . no case we can make for our racial discriminations unless we accept the "scientific" nonsense which lies back of the Nazi pronouncements.—RUTH BENEDICT *in "Frontiers of Democracy."*

• If anybody asked me whether there should be more socialism or more capitalism . . . my answer is that there should be a great deal more of both. The essence of democracy should be a balance between the organizing power of the state and the driving power of the free individual. — OLIVER LYTTLETON, *British Minister of Production.*

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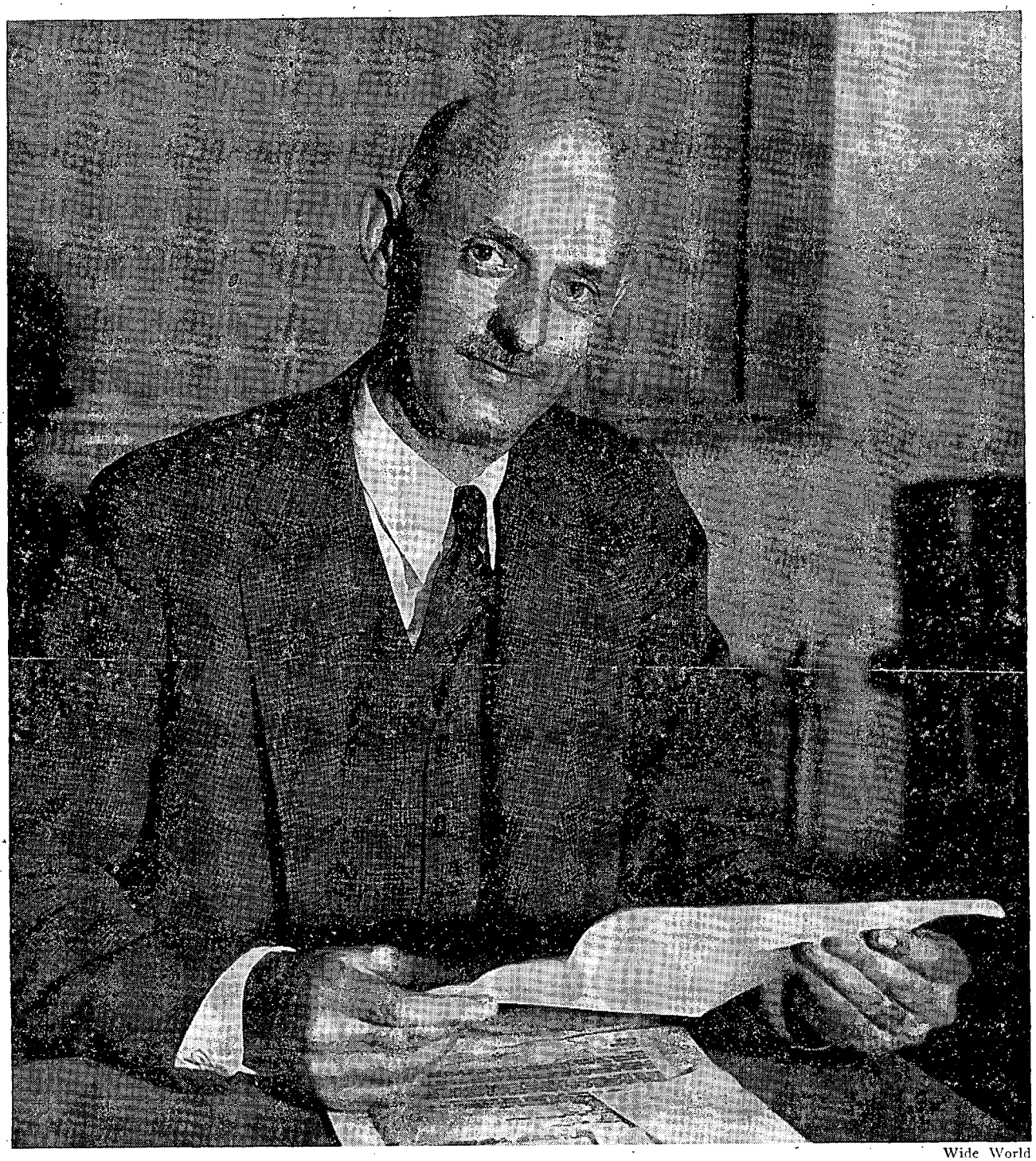

Wide World

WILLIAM HODSON

William Hodson's work was cut short in his creative middle years, the first outstanding war casualty in the ranks of social work.

Countless friends are recalling vividly these days his unfailing kindness, the twinkle in his eye and, beneath his disarming gentleness, the strength and courage that enabled him to endure the tensions of a public relief job in the depression, to out-maneuver alike partisan and pressure groups in maintaining administrative standards. In a wide personal circle his death leaves a very empty place. That holds, too, for the household of social work. There is no one who quite in the same way drew together strands from private and from public effort, whose insight ran to the basic need for relief, for rehabilitation of body and spirit, and to the enduring structure of social legislation.

His first posts were as chief counsel of the Legal Aid Bureau, in his native Minneapolis, and as executive of Minnesota's Child Welfare Commission. Then came his work in New York City as director of social legislation for the Russell Sage Foundation, as the first executive of the Welfare Council, and for nine years as commissioner of welfare.

Some of his critics called him a "do-gooder." It was not a term to dismay William Hodson. He spent his life for others because to love one's neighbor was the well-spring of his faith and of his works.

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SURVEY MIDMONTHLY

FEBRUARY 1943

VOL. LXXIX NO. 2

Testament of William Hodson

Here are excerpts from Mr. Hodson's writings of the past six months which reveal something of the quality of his mind and spirit, his outlook on social work and social workers, the war, and the postwar world.

ON January 8, a few days before William Hodson left for North Africa, he foregathered with his administrative staff at dinner to tell them of his wartime mission for the Office of Foreign Relief and Rehabilitation Operations. Next day he was the guest of honor at a luncheon given by Local No. 1, State, County and Municipal Workers of America, CIO. Less than a week later, he was killed in an airplane crash at Paramaribo, in Dutch Guiana. His temporary chief, Herbert Lehman, said, "Bill was just as much of a soldier as if he had been in uniform and he met a soldier's death in the line of duty. His service to his country will always be remembered."

Mr. Hodson's unrecorded speech at the farewell luncheon was a stirring challenge to Americans to rally to the help of the conquered peoples as they are set free.

The *New York Times* account reports that Mr. Hodson quoted Woodrow Wilson's words, "If America fails in her responsibility to the world it will break the heart of the world." He expressed his own deep conviction that this country's zeal in building emotional, tariff, educational, and psychological walls around our borders after the last war did more to bring on the present conflict than any clash of political ideologies. "Mr. Hodson warned specifically against 'political charlatans,'" *The Times* concluded, "and an attitude of 'putting our heads in the sand,' declaring that such tactics would lead only to chaos. He said international cooperation at the close of the present conflict was the desire and necessity of every nation and that an attempt 'to live unto ourselves alone' would bring about yet another war."

From an address before the Minnesota State Conference of Social Work, Minneapolis, April 20, 1942.

DEPRESSION AND UNEMPLOYMENT HAVE CHANGED THE pattern of our social services, public and private, in substantial ways. The task of providing material assistance to those who are without purchasing power is now essentially the responsibility of government, federal, state, and local. The past decade has seen the organization and development of many agencies, particularly Departments of Welfare, to carry out these duties. At the same time, the main reliance for security has been shifted from relief to the social insurances as the first line of defense. We have provided work and wages on government jobs through WPA as a further means of meeting unemployment emergencies and of reducing the numbers on relief.

What has been the effect of all this on the private or voluntary agencies? It is fair to assume, I think, that there will be a continuous expansion of governmental activity in social services and health work quite outside the area of relief and public assistance. This is in line with the general trend toward expansion of public service in all other fields of human endeavor. We are demanding much more of government than we did before 1929; and we are insisting that it be a positive, active agent for promoting the welfare of our people rather than a passive referee to keep the conflicting forces within the rules of the game.

This is not the kind of setting in which our voluntary agencies were organized and in which they have developed over the year. They must look forward to the changing trends of government and economics. We are bound to develop along much less individualistic lines than in the past. The war situation will emphasize still further the necessity for new appraisals of current programs and the need for new direction and emphasis. There is a real need for all the service that can be provided by both public and private resources, but not on the old pattern. The new pattern involves much closer gearing in with and supplementation of governmental activity, including war service, than has ever been true in the past. Private social work has been part and parcel of the framework of our social welfare program, and it must contribute flexibly and with imagination to the American way of life that is now evolv-

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ing, if it is to sustain its high tradition and compete successfully for that fraction of the contributor's dollar that is left after governmental requirements have been met.

Before closing this discussion of the depression years, I should like to comment on the way the social worker has carried his share of the load during that unhappy decade. It is customary for some authors and film producers to picture the social worker as an unattractive female engaged in the heartless business of imposing her will on some hapless widow who never succeeds in getting what she needs or thinks she ought to have. Perhaps a few of us are like that; no profession is perfect, but such people are not typical of the great body of social workers.

Social workers have always assumed leadership in stressing the needs of the sick and the destitute; they have helped in the drafting and the enactment of legislation to provide for those needs; they have organized the agencies to administer those laws and secured the necessary appropriations. In considerable measure, they have staffed those agencies.

It is the social workers who have climbed the stairs, investigated the facts, figured the budgets, and authorized the relief checks. It is they who have given help and comfort to their clients between visits to collaterals and employers and the multitude of details connected with the determination of eligibility. Theirs has been the unpleasant task of applying the means test, required by law, but which some people seem to think they established for some purpose of their own. It has been their job, imposed upon them by law, to investigate the personal affairs of those who applied for help and to refuse assistance when the requirements were not met. Neither those who were refused aid nor their friends, relatives, and political acquaintances would always accept these refusals as justified. They complained and criticized. On the whole, social workers have taken criticism calmly and have been successful in explaining the reasons why everybody cannot be given everything he asks for. The social worker has been blamed because relief allowances were often inadequate, or because the rules of administration seemed contradictory or unreasonable. It has not been easy to interpret to unhappy people in want, the limitations of the law or of administrative organization, in neither of which needy persons have the slightest interest in the face of their own problems.

One of the chief contributions of the social worker has been her success in understanding and working with all sorts and conditions of human beings. She has asked them intimate questions without giving offense and has brought hope and confidence while doing so. What group of people has contributed so much to the morale of our people during the tragic unemployment period? One cannot reduce these things to statistics, and what I have said is not universally true, of course, but I know from my own experience that this devoted service has met a response in the hearts of hundreds of thousands of lonely and helpless people.

In transmitting to Mayor La Guardia on January 14, 1943, the report from which the following is taken, William Hodson wrote:

"Since you appointed me commissioner of welfare of the City of New York, I have been directly or indirectly responsible for the expenditure, through the Department of Welfare and the Emergency Relief Bureau, of $1,346,687,933. I am glad to be able to report that no one has ever seriously charged that this money was expended on a political basis or that politics has ever made the slightest difference in any way. We have provided relief to the people who we knew needed it regardless of politics. . . . I am also glad to report that no scandal involving serious fraud or misappropriation of funds has ever occurred in the administration of this huge sum."

I HAVE NOW COMPLETED NINE YEARS IN ADMINISTERING the welfare program for the City of New York and I know something of the mass misery produced by unemployment. When Mayor La Guardia appointed me commissioner of welfare in 1934 the country was in the midst of a bitter depression, probably the severest the nation has ever known, and there was nationwide unemployment. Human suffering was without precedent in our history. Prior to the depression there had always been some human distress due to unemployment, loss of income, and so forth; but this had been sufficiently small so that it could always be handled efficiently by the private welfare agencies. The city, state and federal governments had no alternative, in the early 1930's, except to move in swiftly and establish a large scale relief system. Unfortunately, there was no other method of providing purchasing power to destitute workers and their families. We had no system of unemployment insurance or old age annuities—it was relief or starvation. Mayor La Guardia was one of the first mayors in the country to recognize the need and to do something about it in his own city, as well as to cooperate fully with the federal government in getting substantial aid through WPA and in other ways. We have safely ridden out the storm and now have emerged into a period of practically full employment for all competent workers. While there are other problems of an even more serious character, the problem of mass destitution and distress is, for the time being, no longer with us. It has been reduced to a size which is readily manageable, but it may return to plague us. Relief is not the democratic way of meeting these problems. It was necessary in the absence of anything else and we had to apply and enforce the means test because people cannot get relief unless there is proof of destitution. This is not satisfactory to anyone in the long run. Relief must be abolished ultimately, and the sooner the better. When the war is ended and our soldiers have returned home, and our war industries have been demobilized, the same condition of large scale mass unemployment and its attending social problems may arise to haunt us again, especially during the period of reconverting industry to peacetime uses. Now is the time to plan intelligently so that we may avoid a recurrence of the dreadful decade of the 1930's.

First of all, it is clear from the record that the central problem is the problem of managing our economy so that every person willing and able to work will have full employment. Families prefer jobs with decent wages to public assistance. The fear that relief would pauperize the population and destroy work habits has been dissolved by events. There could not have been the enormous reduction in the relief caseload unless there were a willingness to work as job opportunities became available. Our war experience sheds light on how the government can make a substantial contribution to the achievement of this end. There is no unemployment today because the government needs every able-bodied man and woman for service either in the armed forces or as workers in industries providing the weapons of destruction for our armed forces. It is the governmental

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demand for the products of the factories and farms which is responsible for the maintenance of full employment. It is possible in peacetime to keep that governmental demand at a high level through the execution of a great program of soundly conceived and wealth-producing public works when private industry begins to slump and private funds for capital expansion are not available. This vast public works program can be contracted when business conditions improve and private enterprise is able to carry its share of the load.

Although we have had public works by the PWA and homes built through the United States Housing Authority program, these have never been on a scale sufficiently large to take up the slack of unemployment. There is not a city in America which does not need slum clearance and a rehousing program on a large scale. There is not a community which cannot improve its educational plant, its parks, playgrounds, or its roads. . . . The federal government must assume a major role in the financing of this program. Even though we attain full employment through the device of public works and better planning by private industry, we shall still need a government social security and welfare program. There will be the aged who are no longer able to work and have never earned enough to provide for themselves in their old age; there will be the people who are temporarily unemployed and who need assistance between jobs; there will be the sick and the disabled who are unable to work either temporarily or permanently.

In the past, as we have seen, all of these groups have been a responsibility of the Department of Welfare, and have been aided through public assistance based upon a means test. Frankly, as I have said, I do not like the means test. I hope it will soon be abolished forever. It involves a searching investigation into a family's private affairs and is not acceptable to our freedom-loving people. It is fair to say that neither the givers nor the receivers of public assistance ever liked this particular aspect of their relationship, necessary as it was, and still is, under existing laws. The need was so vast and funds so limited that public assistance based on a means test was mandatory. My statistician tells me that one of every three New Yorkers has received assistance at one time or another from the Department of Welfare since 1934. Without the means test, the funds never could have been stretched sufficiently to meet the problem of unprecedented mass suffering in the absence of a basic social insurance program.

The English fully understand the need for providing protection for people against all of the hazards of life. The Beveridge Report, just presented to the English Parliament, proves that there is a way to put a floor under family income and prevent men, women, and children from falling into the dark basement of destitution and misery. When the history of our times is written, this report will be looked upon as the Magna Carta of social security and it will be the basis for developing existing social insurance plans to a basis of adequacy and full coverage.

We in this country have made an excellent beginning in the field of social insurance. There is now an unemployment insurance law which will unquestionably reduce the need for home relief, if employment should decline again. That law should be broadened so that every worker will have its protection. A recent study by this department in collaboration with the New York Unemployment Insurance Advisory Council showed that 42 percent of all of the home relief applications consisted of persons who had worked in so-called "uncovered" industries, that is to say, industries which are not under the unemployment insurance law. The present law does not cover establishments of less than four workers, or the employes of non-profit organizations or domestics. The department also has to supplement the inadequate unemployment insurance benefits of large families. This is due to the fact that the Unemployment Insurance Law does not include allowances for dependents. A single man receives the same allowance as a family man. The law should be changed to cover all employes and to provide a differential for dependents. These changes would still further reduce the relief problem in the future.

The Old Age and Survivors Insurance Act has already had its effect in reducing the old age assistance and aid to dependent children rolls. It will have increasing effect in the years to come. The present provisions of the Old Age and Survivors Insurance Act should also be broadened to cover domestics and the employes of non-profit organizations.

Studies made by the department also reveal that about 10 percent of all applications consist of persons who are unable to work because of temporary illness. In some instances, the illness develops into permanent incapacity; in others, the employe is able to return to work and support his family. We should protect such groups through a system of compulsory government health insurance. . . .

The Beveridge Plan would eliminate relief and public assistance entirely. It would abolish the means test and substitute the most complete plan of social insurance which has yet been recommended. I believe thoroughly in that plan because it provides for every human contingency from the cradle to the grave and gives the people real basic social security. But the worker himself pays a share of the cost of his own social insurance coverage and the whole program becomes, in part, a great cooperative enterprise through which the people protect themselves. It is obvious that the Beveridge Plan cannot insure full employment and that its success depends upon the elimination of mass unemployment. That battle must be fought on another front, and large public works programs, as previously suggested, may be a partial answer. In any case, to maintain the purchasing power of our people in times of stress through social insurance will help to slow down the deflationary spiral that attends a depression and aggravates the general decline until the bottom is reached.

We shall be wise in this country if we profit by English thought and experience and broaden the base of social protection for all our people—not *after* the war, but *now*—as an evidence of good faith.

From an address before the Kentucky Conference of Social Welfare, Lexington, November 18, 1942.

WHAT IS TO HAPPEN TO AMERICA, TO OUR PEOPLE, WHEN the great demobilization comes? Will they have jobs? The brunt of the fighting is borne by the young boys. We cannot in honesty and decency postpone consideration of planning now for the future of these young men. They must not pound the pavements in search of work, as their fathers did after the last war. They must come back to the kind of social order they are now fighting for.

In the period of reconversion of industry to peacetime

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uses, it may be necessary to expend billions—not for bombs or planes—but for public works on a vast scale to rebuild our cities for the health and well-being of all, and not for a privileged few. We must pump public funds back into the bloodstream of our great industrial system and restore it to good health as it is put on a peacetime basis. We must recognize that we are passing through a peaceful revolution. Our life is not the same as it was last year or the year before. We want to maintain a civilization that will preserve respect for personality and for the rights of the individual.

In the postwar period, if we are to ban war and destitution, there must be international organization to preserve peace, to provide arbitrament by law instead of by war. This country must play its part in a great international order, to insure justice and to further the brotherhood of man, tolerance, appreciation of human beings as individuals. On these principles is based the hope of humanity.

The Lanham Act in Operation

By DONALD S. HOWARD

Research Assistant, Charity Organization Department, Russell Sage Foundation

THE Lanham Community Facilities Act which was passed in June 1941 is best known as the law which made it possible for federal funds to be used for the day care of children of working mothers. This, however, is only one of a wide variety of purposes served by the measure. Need for some such federal aid as that provided under the Lanham act became apparent soon after the inauguration of the defense program which gave rise to vast population shifts. These imposed upon many communities new responsibilities which they were unable to shoulder unaided.

Official estimates in the spring of 1941 indicated that approximately 1,500,000 civilians, including 250,000 school children, would be transplanted to new communities. Estimates based in part upon experience during World War I suggested that the number of persons likely to be drawn into areas surrounding new cantonments probably would equal the number within the camps themselves.

Among the first of the federal agencies to recognize the significance of these population shifts was the National Resources Planning Board which, after making a number of local studies, reported to President Roosevelt that outside financial aid would have to be made available to many communities. At the President's direction the Planning Board worked on the matter with other interested federal agencies. This cooperative effort led directly to the President's recommendation early in 1941 that Congress appropriate $150,000,000 to help communities meet some of the new demands suddenly laid on their doorstep.

Though the particular method suggested by the President and later approved by Congress was something new, the idea of using federal funds for the establishment of community facilities was not wholly unprecedented. For example, the Lanham Defense Housing Act passed in October 1940 prescribed that 3 percent of the total cost of all projects might be used for community facilities such as streets, sewers, and so on, needed in conjunction with the new housing. The most important precedent, however, was the contribution the WPA had made to the expansion of local facilities in practically every community in the nation.

That the WPA should continue to be the federal agency through which special needs of defense communities might be met was the hope of many friends of that agency. However, the WPA was never able to develop its defense activities sufficiently to overcome the increasing congressional insistence upon limiting these jobs to needy workers. As a result, the WPA was gradually squeezed out of the defense picture because the communities in which the rearmament program created the greatest need for expanded facilities and services were those in which employment was booming and needy unemployed workers eligible for WPA employment scarce.

Together with later amendments, the Lanham act made available $300,000,000 for the construction, provision or operation of local facilities and services needed to further the war effort in communities unable themselves to provide these essentials without resorting to excessive taxation or incurring an excessive volume of debt.

After considerable pulling and hauling it was decided that over-all responsibility for carrying out the purposes of the act should be lodged with the federal works administrator, with certain important decisions, including the final approval of projects, left to the President himself. State WPA administrators were designated to receive applications for projects to be financed from Lanham act funds, with analysis and review of projects done largely by the regional FWA staffs. Regional FWA Program Review Boards approve projects before they are submitted to Washington for final review.

THE Lanham act lists no type of community facility or service which may not be financed from its funds. However, when United States Public Health Service officials, prior to passage of the measure, described to Congress the need for milk pasteurizing plants in twenty-five areas with a total military and civilian population of some 1,443,000 but without access to supplies of pasteurized milk, various congressional leaders balked at the suggested "competition with private enterprise." Having seen this expression of congressional intent, it is not surprising that administrative officials should be chary about approving any project that could be viewed as competing with established private interests.

A second practical limitation upon the use of Lanham act funds is the expressed hope of various congressional leaders who figured prominently in the measure's passage that none of the appropriation would be used for anything that smacked of relief or welfare. As a result, administrative officials have declared that although Lanham funds may be used for the conduct of nursery schools, they may not be used for food for the pupils. Similarly, although funds may be used to establish venereal disease control centers, as has been done in some twenty-five abandoned CCC camps, Lanham act money is not available to pay

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salaries of social workers to help in the rehabilitation of persons treated in the centers.

About the only positive requirements written into the act are that projects must be shown to be important to the war effort, and that activities authorized under the act shall be devoted "primarily" to schools, waterworks, sewers, disposal of sewage and refuse, public sanitary facilities, hospitals and other places for the care of the sick, recreational facilities, and streets and access roads.

A LARGE share of the responsibility for determining whether or not a given project is important to the successful prosecution of the war rests upon the local heads of reservations, posts, bases, and war industries. In some ten or fifteen particularly important localities, "vital area boards" have been organized—at the instigation of the President, it is said—to pass upon the importance to the war effort of proposed projects. The make-up of these boards varies somewhat from area to area but they usually include representatives of the army, navy, Maritime Commission, Lend-Lease, War Production Board, National Housing Authority, Federal Security Agency, FWA, any local government or state directly affected, and important local war industries.

Typical of allocations which have recently been made for specific projects are the following: $5,500 to both Talladega and Childersburg, Ala., for the purchase of fire engines and hose; approximately $35,000 for the construction of sanitary privies in the area surrounding the Glenn L. Martin bomber plant near Baltimore; $49,690 for the purchase and remodeling of a building to be used for recreational purposes in Roswell, N. M.; $52,650 for the construction of electric power facilities at Hastings, Neb.; $89,950 for the construction of a vocational school in Paintsville, Ky.; $99,500 for sanitary and storm sewers in Savannah, Ga.; $159,500 for laying a water main to a war installation near Ottumwa, Ia.; $252,470 for the construction and equipment of a twelve-classroom school near Norfolk, Va.; $2,100,000 for the development of an industrial water supply in and about Houston, Tex.

Typical grants and projects for maintenance and operation are: $6,000 for garbage and refuse collection and disposal in Knobnoster, Mo.; $20,000 for the schools of Railroad Pass, Nev.; $102,330 for police and fire protection in Bremerton, Wash.

Projects approved by the President through December 1942 involved a total of approximately $260,000,000 in federal funds. Actual expenditures, by the end of 1942, totaled some $77,000,000.

Of the grand total of federal funds specifically allocated, approximately $250,000,000 were for construction projects officially termed "war public works." Roughly $10,000,000 were for maintenance and operation projects, usually referred to as "war public services."

In terms of the federal funds made available for both war public works and war public services sewer, water, and sanitation projects are an easy first, accounting for almost $109,000,000—nearly 42 percent of all federal funds allocated to approved projects. Medical facilities and services, with a total of nearly $60,000,000 ranked second, with school projects totaling slightly more than $57,000,000 a close third. Next in order ranked power (approximately $14,000,000); recreation ($10,000,000); fire and police ($3,000,000); streets and highways ($2,000,000).

In order of importance among war public service projects, which represent only a relatively small proportion of the total amount of federal funds allocated to all projects, school services involving a total of $7,500,000 ranked first. Medical services accounting for some $1,800,000 ranked second; with fire and police ($202,000); sanitation ($181,000); and recreation ($147,000) following in that order.

States which received the largest allocations for public service projects were Georgia ($528,341); Florida ($592,485); Tennessee ($613,060); Texas ($834,644); and California, which heads the entire list, with promise of more than $2,260,000.

Of the total federal funds earmarked for construction, 30 percent was allocated to only three states—Virginia, California, and Texas—which received approximately $30,000,000, $26,000,000, and $22,000,000, respectively. Relatively large amounts, ranging from $5,300,000 to $13,000,000, were allocated to Louisiana, Connecticut, Maryland, Ohio, the District of Columbia, North Carolina, Michigan, and Washington. Territories and bases have been given allocations totaling nearly $20,000,000. Vermont has been given no federal funds for war public service projects, and Montana none for war public works. Only North Dakota has received no funds for either purpose.

UNDER widely publicized provisions permitting the use of Lanham act funds for day care of children of working mothers, seventy day care centers are already approved. These are located in seven states—Connecticut, New York, North Carolina, Texas, Utah, Oregon, and California—and are, of course, in addition to the 1,500 nursery schools and 1,250 preschool play groups operated throughout the United States by the WPA. Upon the discontinuance of the WPA program on March 1, it is expected that many of these nursery school projects may qualify for assistance under the Lanham act. Recent official estimates indicate that some 12,000 day care centers ultimately may be needed. Delays experienced in the approval and inauguration of day care projects have been due to difficulties encountered in some communities in deciding who should serve as local sponsor for the program and in proving eligibility for Lanham funds.

However valuable any given project may appear to be to the nation's war effort, it may not be financed with Lanham act funds unless it is located in what, in the opinion of the President, is an area in which "an acute shortage of public works . . . necessary to the health, safety, or welfare of persons engaged in national defense activities exists or impends which would impede national defense activities."

In practice, decision as to whether or not a given locality is one in which there is a shortage of public services is made only as specific applications are presented. Project applications, therefore, are expected to show that such a shortage exists and that it was created by the war effort. Applications must show, too, specific ways in which the war effort is or may be impeded by the lack of facilities.

As aids to deciding whether or not there is a "shortage" of public works of one kind or another in any given community, rough guides have been set up. Thus, in measuring the need for hospitals, it has been assumed that there should be four general hospital beds (exclusive of beds in tuberculosis or mental hospitals) per thousand population in the immediately built-up portion of the war center. In addition, it is assumed that there should be two beds for every 1,000 persons in the surrounding rural trade area. Before

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there can be a finding that a community needs a new hospital, health center, or quarantine station, it must be shown that there are no existing buildings adaptable for hospital and health use; that the rate of occupancy of existing general service beds during the six months prior to application averaged about 90 percent and that need for additional facilities within the next year will greatly expand because of population growth. By definition, "existing" hospital facilities normally include those within a radius of twenty-five miles.

To make sure that Lanham act funds are allotted only for services that really are needed, it is required that projects must be certified as necessary by a federal agency having special knowledge of the purposes to be served. Thus, projects said to be needed for the production and distribution of power must be certified by the Federal Power Commission; venereal disease quarantine treatment facilities by both the U. S. Public Health Service and the social protection section of the Office of Defense Health and Welfare Services.

APPROVAL of any project under the Lanham act is conditioned upon the President's finding that without federal aid the needed service could not be provided or could not be provided without the imposition of an excessive tax burden or an unusual or excessive increase in the debt limit of the taxing or borrowing authority in the jurisdiction in which the need exists.

One important exception to this generalization is that recently authorized with respect to day care projects. These policies require only that the need for the projects be shown to be attributable to the war. This change is expected to speed materially the processing of applications.

Definitions of such terms as "excessive tax burden" and "unusual or excessive increase in the debt limit," like that of the term "shortage of public works," are not laid down in advance but are based upon the circumstances of each application. Considerations taken into account in determining whether a tax rate (or debt limit) is "excessive" include its relationship to rates in surrounding communities, and whether or not the rate has been lowered in recent years.

But even if the tax rate of a given community is lower than that in neighboring jurisdictions it may qualify for Lanham act funds, though it may have to agree to raise its rate substantially to provide more revenue another year. Similarly, a recently lowered tax rate may be overlooked on the ground that legal restrictions make it impossible to modify the community's budget or to increase its income in the middle of a fiscal year.

Officials in charge of administering Lanham act funds are free to choose whether the federal government itself will establish and operate a needed public service or whether funds will be turned over to some other governmental or private body to do the job. If the latter course is followed, there are two further alternatives: federal money may be advanced as a loan; or it may be given as an outright grant. In either case, the amount forwarded may be all or only part of the total necessary for the task in hand. While federal funds may be given to private as well as public agencies, FWA officials late in 1942 reported that the only private agencies to receive grants up to that time had been hospitals.

Of the $250,000,000 in federal funds set aside for construction projects approved as of the last of 1942, some $127,000,000 represented the cost of what is termed "federal construction" involving no local or state funds. The remaining $123,000,000 was earmarked for projects to which local and state agencies were expected to contribute approximately 55 percent of the estimated total cost. About 92 percent of this $123,000,000 was advanced in the form of outright grants.

IN any enterprise in which administrative officials are allowed as much discretion as they are under the Lanham act, it is to be expected that there will be conflicting views as to how that discretion should be exercised. Add to this the complicated administrative arrangements established to carry out the purposes of the act and the stage is set for delay and misunderstanding. For example, though WPA officials were responsible for receiving applications for Lanham act funds, it was not until November 1942 that they were directed not to undertake as WPA projects any work that seemed eligible for assistance under the Lanham act.

Further difficulties became apparent as the various agencies were drawn into the picture. On the one hand, there were those who wanted to spend the money quickly in order to meet existing needs with the least possible delay. On the other hand, there were those primarily interested in seeing that any operations financed under the Lanham act should be well administered and should not tear down what had taken years to build up through federal grants-in-aid for health, welfare, and other services. The position of this second group was made particularly difficult by provisions in the Lanham act itself which prohibited any federal department or agency from exercising supervision or control over any school or non-federal hospital benefiting under the act. This unusual concession to individuals and agencies fearful of federal yardsticks made it even more necessary for those interested in maintaining standards to help state and local officials plan their projects so that, once approved, they might result in the widest possible benefit. Because of the greater freedom allowed them under the Lanham act, certain state and local agencies which resist federal standard-setting are said to prefer to receive needed funds under that measure, rather than under established grant-in-aid programs which usually require observance of prescribed conditions.

Still another series of difficulties experienced in the administration of the Lanham act is attributable to the current shortage of materials. On the one hand are local authorities who want only the best in the way of buildings. On the other, there is the WPB seeking to conserve critical materials, and the FWA trying to make its limited money go as far as possible and therefore insisting upon temporary structures wherever they are safe, and emergency structures stripped so far as possible of critical materials.

A final major problem encountered in administering the Lanham act has been the difficulty of avoiding an atomic approach to community needs. Under present arrangements there is no agency that is responsible for studying all the needs of vital areas and for developing integrated and comprehensive plans for meeting them.

The Lanham act is noteworthy as a step toward using the resources of the nation as a whole to meet the needs of the people. Experience, however, has made clear the weakness of the act's extreme flexibility, and the unnecessary difficulties and delays created by the present complicated arrangements for its administration.

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The Teacher Looks at Delinquency

By SAMUEL TENENBAUM

EVERY now and then a great furore is raised about wild and, even worse, criminal youth. Recently, the conservative *New York Times* has recounted sensational events in the city schools, including the murder of a teacher by two of his pupils. These revelations give rise to much talk and searching of souls; then the news "dies down." The reader can rest assured, however, that the "resistance to authority" in school, and crimes of violence by school-age youth in city streets will continue. If war affects us as it has Great Britain, where delinquency has risen nearly 40 percent, the chances are that the juvenile delinquent will continue his business at a faster pace than ever. In fact, there is already evidence at hand that this is the case.

I write as a school teacher when I say that in most instances the delinquent child is recognized as such very early in his school career, but very little, if anything, is done to save him for society. The delinquent child almost from kindergarten is unruly, disobedient, defiant, and rebellious. Very early in his school career he begins to "take" other children's toys; refuses to play with other children; threatens teacher and playmates with an open knife; gambles in front of the school gate and jeers at the children who hasten to their classes so as not to come late. The delinquent child can nearly always be recognized because he creates turmoil and havoc in the school building and leaves teachers tense and exhausted.

While the newspapers were giving prominence to the juvenile criminals of New York City, it came to light that in some difficult districts teachers had to be guarded from attacks by neighborhood thugs, and attendance officers were cautioned to enter buildings only in pairs.

This was no news to teachers, for among themselves they speak freely about their difficulties. In one school, they tell of a principal who was shot and wounded by a boy who was suspended from school. Of another school, they tell of a girl who is demoralizing her schoolmates. Of another school, they tell of a boy who "beat up" his teacher. You shake your head and say, "How terrible!" And right you are. You did not think of school in that way. You are right again. Such things should not happen in school. If you understand the situation, however, you will see that the school is not to blame, the teacher is not to blame, the principal is not to blame. In fact, no one is to blame. If there is a villain in the piece, it is an impersonal one—the refusal of society to pay for needed services.

Let us consider a specific boy.

John is fifteen years old and in the 5B, the "normal" class for boys of about eleven. If you observe John in class, you notice that he slouches in his chair, and that he looks with hatred and resentment at his teacher. School has never been good to John. He has been tested any number of times and he has been found wanting an even greater number of times. If the teacher asks him to open his geography book, he does so reluctantly. If his teacher is weak, he may shout defiantly that he "won't do it." You can imagine the confusion that results when this happens in a class of thirty-five to forty-five children.

John was a difficult boy almost from the day he started school. On the playground, he would run away with the ball, finding immense delight in teasing the children. Later, he began to smoke and he was caught several times doing so in the school washroom. Once, when he had several cronies to support and abet him, he developed the habit of terrorizing the small children by depositing them in the water bowls, where they would be found howling helplessly.

It should be understood that such problem children comprise only a small proportion of the average school. In a good neighborhood, there may be a half-dozen or a dozen such boys in the whole building. In more difficult neighborhoods, they may comprise 10 or 20 percent of the school population. In very bad neighborhoods, the main problem is discipline, not teaching.

YOU say, why doesn't the teacher do something? What can she do? She can give John a zero in his work and a "D" in deportment, but what effect would that have on him? Of course, when things become more than human flesh can endure, she sends him to the principal's office. For several hours, John is somewhat subdued, but by the second or third day, the magic of the principal's office has gone and he becomes a nuisance—right in the principal's office.

In self-defense, the teacher gets into the habit of sending John out on errands, anything to keep him busy; the principal does that, too. And soon all the Johns in the building get together; there is a gang of them. What they may do as a gang depends on the fearlessness of the leader. They may break into the men teachers' room and smoke their cigarettes. They may gamble; they may waylay small boys and rob them; they may break into the projecting room and steal the moving picture machine; they may break into teachers' and children's locker rooms and take what they can.

They roam through the building, a source of demoralization to teachers and children. The parents can do little or nothing; as a rule, they come to the school and ask for help in handling their difficult children.

You ask, why can't the school go to the police when such pupils steal? But that's not solving the problem. School people are educators, and their job is to help the child, not to punish or prosecute. Furthermore, it wouldn't look right for the community. Taxpayers would say that there are wild goings-on in the school, and no principal likes that. And the Board of Education would object, too, for it does not like to have the school put in a bad light.

At times the law intervenes on its own. Many teachers can tell stories of how a stranger came into her class and asked whether John was present. When John stood up, the stranger put handcuffs on the boy and walked out amid awe and quiet. Later, the teacher learned that John had broken into a local store or held up a filling station. A blissful quiet descends on her classroom. Unfortunately, this is temporary. Soon another John appears.

In one school, an epidemic of robberies broke out. Pocketbooks disappeared from under the teachers' eyes. Children's coats were rifled from lockers. Desks were broken into.

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The police finally were called. They found the culprits and some of the loot was recovered. The evidence was clear. And this principal—a rare thing—went to court and filed charges. The judge listened to the evidence, and then said: "Yes, that all may be true, but these children should go back to school, to be taught to be honest boys and girls. School is the best place for them."

The judge's attitude was high-minded and social. But he sent those boys back to the same situation that had caused the original delinquencies. Was that judge waiting for those boys to perpetrate more vicious offenses? Would he then with a clear conscience say to them: "You are a menace to society; you must be incarcerated."

You ask, why doesn't the teacher do something? What can she do? She has to teach them what is in the curriculum—bookish stuff. That is what she is paid for.

In the quiet of the classroom, these rebels, nearly always retarded and overgrown, are a source of turbulence and defiance. The classroom teacher is not equipped to handle such deviates. She has an exhausting enough job handling normal children.

A principal once came into a teacher's room with one of the school's famous problems in tow. "You have studied psychology and guidance. See what you can do with him."

The teacher could not hold back his sarcasm. "I'll give him a shot of arithmetic, decimal points to the hundred thousandths. That should make him thrill with delight. After that, I'll give him a delicious dose of geography. I'll ask him to recite for me the boundaries of Ecuador. That should take him out of himself. After that is over, we'll discuss several of the campaigns of the War of 1812. This should leave him blissful, happy, contented."

WHAT the teacher has to offer, the child has rejected. This academic matter is not for him. And yet, outside the rigid curriculum, a great deal can be done for and with John. First, we could apply all the techniques and skills we know—and we know many—to handling problem children. This child needs the help of psychologists, psychiatrists, social workers, settlement houses, recreational workers. The problem child is generally a "child with problems." We should try to find out what they are and try to help him solve them.

We know that the formal atmosphere of a classroom—where factual, bookish learning and testing go on—is not the place for John.

We know also that the teacher is not trained or equipped for this kind of work. Further, she is too busy with the normal day's work to give the time and energy that these deviates require. Under the present arrangement, the problem pupils cannot be removed from the school. But special agencies could be created within the school to deal with the problem of the delinquent, and to devise an intelligent program to save these children for society. It must never be forgotten that the delinquent child is only an unfortunate child, who needs extra doses of sympathy, kindness, understanding, plus time to find out what his troubles really are.

We do not lack remedies. The remedies are at hand, and that makes our guilt all the greater. In this respect the educators are less to blame than the public at large. Teachers and school officials have asked for appropriations to establish child guidance bureaus. The taxpayers have pleaded poverty. In New York City one bureau has been established. It is only a token acceptance of the idea, compared to the existing need. The schools should have hundreds of psychologists, psychiatrists, social workers, not a handful as at present. The whole school system should be permeated with the mental hygiene point of view; and in every school specialists should be watching for delinquent symptoms, prepared to give expert care.

It cannot be reiterated often enough. The typical delinquent child shows signs of his anti-social tendencies early in his school career. The teacher knows who the potential delinquents are, but little or nothing is done for them. As educators we should demand—vehemently and loudly—that the public stop pleading poverty. We should not stint our expenditure when it comes to saving these boys and girls. It is more economical, as well as more humane, to spend thousands helping problem children than to spend millions apprehending and punishing them as adult criminals.

For the lack of an adequate program the educator is not directly responsible. For his ignorance in handling the individual delinquent he is to blame.

DELINQUENTS are lower than average in intelligence, clustering around an I. Q. of 80 to 90, with a great many testing considerably lower. As a group, they show a considerable academic retardation; in many cases they are habitual truants and frankly detest school. There has been a great deal of controversy regarding the permanence and even the significance of the I. Q., but it is generally agreed that the I. Q. is a fairly accurate measure of the capacity for academic attainment. Because of the wide range of learning ability, there are children who can master the elementary school curriculum with ease in four years and other children who cannot master it in sixteen years. Very little can be done by the schools to modify the I. Q., which seems to depend chiefly on heritage and very early environment.

Yet our school system has for the most part demanded that the gifted child with an I. Q. of 150 do essentially the same kind of work at the same rate of speed as the child with an I. Q. of 80. It has failed to recognize the great differences among human beings. Each child has the same chance, it reasons, of being President some day and they should be stuffed with the same preparation for that job. The genius and the moron are forced to pursue essentially the same kind of curriculum. And inevitably the bright ones emerge with gold stars and honors, and the dull ones emerge stamped as "stupid," "failures," "second-hand merchandise."

Why should we be surprised that these frustrated children hate school and rebel against it? "If you were forced into a mathematics class taught by Einstein," the writer has often said to teachers, "if you couldn't understand the language, much less follow intelligently what Einstein was trying to explain, and if you had to come there day after day and sit in the same seat hour upon hour, how would you like the experience?"

The delinquent child, for the most part, is in an analogous position. He sits in his seat hour upon hour, not understanding what is happening. He hears himself called a fool, finds his paper returned with failing marks. Naturally he hates school.

The task of the school system in this regard is obvious. Democracy does not insist that the pneumonia and diphtheria patients be treated exactly alike. No more should all children pursue the same curriculum. They should be set tasks commensurate with their capacity and their ability.

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Certainly it is cruel to insist that anyone attempt intellectual feats that are beyond him. To the writer this seems obvious, but it is the hardest thing for school people to believe and act upon. An example is the proud boast of a teacher entrusted with a dull class that she had worked them up to a point where they were reading Shakespeare in the classroom! To the pedagogical mentality, this was an achievement. To those children it undoubtedly was one more lifeless and unsatisfying chore.

In the classroom we should have less judging and testing, more helpfulness, friendliness, and guidance. We should try to find out what the child wants to do and is able to do, and help him in pursuing those interests. Our first job should be to find tasks which will arouse the enthusiasm of each individual child. Only by this type of education can we get happy, hard-working boys and girls. If once the "problem children" are interested, if once they begin to pour out their energy to attain objectives important to themselves, not to the teacher, we shall have gone a long way toward redeeming them for themselves and society.

This interest need not be academic. I believe that three quarters of the evil of the elementary school system has resulted from the teachers' fetish worship of textbook information. The school program should be based on making and doing, and it should bring out the abilities and the interests of each child.

The aim of the teacher should be to create active, successful boys and girls, so that from their tasks they may have the feeling of achievement. Only by giving the child this sense of security and well-being can we hope to develop integrated human beings, instead of warped personalities.

I offer no panacea for the problem of delinquency. But I believe that a great step forward will have been made when the schools are concerned with the possibilities and the problems of the children, instead of with a book-bound and rigid curriculum.

An Adventure in Rural Staff Development

By GRACE BROWNING

School of Social Service Administration, University of Chicago

THE scene was the comfortable library-council room of the Barry County, Michigan, Health Department. Outside, the wind howled, the ground was white with snow, the highways icy. This, however, had not deterred several members of the staff of the Farm Security Administration and three supervisors of adjacent county Bureaus of Social Aid from joining local social and health workers in one of a series of weekly staff development conferences then being held in Barry County.

Barry County, in southern Michigan, is highly rural, with a population of some 22,000. The county seat, Hastings, a city of 5,000, is the only incorporated community in the county. The occupations are chiefly agricultural except for a small machine factory at Hastings that has been converted to the war effort. At one end of the county there is rich muck land, excellent for growing onions and celery, but this type of farming brings with it the problems of the migratory agricultural laborer.

The idea for the conferences in this county had had its inception some months before through the vision of the chief counselor of the County Health Department and the area supervisor from the State Bureau of Social Aid. Necessary funds came from the W. K. Kellogg Foundation, and leadership from the nearby School of Social Service Administration at the University of Chicago.

The original plan for a "course in rural case work" had been rejected for several reasons. Case work is case work, whether practiced in a rural or urban setting; also, it seemed sounder to plan for frank "in-service training" geared closely to local agency functions and relationships, and to admit to the group all interested workers, irrespective of academic background. The sessions were called "staff development conferences" and no credit was given.

The group included four counselors (public health nurses) from the Health Department; the entire staff of the Bureau of Social Aid (supervisor, five workers, the receptionist, and stenographer-clerk); one worker from the county Social Welfare Board, responsible for general relief; the rural school commissioner, who is an elected official; the home demonstration agent from the Extension Services; and three supervisors of Bureaus of Social Aid from adjoining counties in the area. In addition to those in regular attendance, the county school nurse, the superintendent of the local hospital, and the regional field executive of the Boy Scouts came to one or two sessions. Because of staff changes, the Farm Security Administration had no local workers in Barry County until the last few weeks of the series; however, Farm Security Administration representatives from neighboring counties came to two sessions. The newly appointed home supervisor for Barry County came to the final session, and the state and regional home management supervisors each were guests at one session. The area supervisor from the Bureau of Social Aid attended all sessions and was exceedingly helpful in questions relating to agency policy, and in integrating the project with their continuing staff development program.

The educational problem presented by this undertaking is not unlike the problem confronting those responsible for in-service training programs in many of the rural public assistance agencies throughout the country. It could not be a prelude to professional education for many, if any, in the group, inasmuch as only two members of the local social work staff in attendance met requirements for entrance to a graduate school of social work. Although lacking these academic prerequisites, three of the six nonclerical workers with the local Bureau of Social Aid had several years of successful full time paid experience in relief and public assistance administration, two had nurse's training, and one had worked as a home demonstration agent before entering this field. All had been selected through civil service.

The Health Department being heavily subsidized by private funds had been able to set high personnel standards and had brought in some workers from outside the county. Two of the health counselors had Bachelor's degrees; all were registered nurses, and two had special training in public health nursing including some case work. All had extensive experience in the public health field. The home

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demonstration agent held a degree in home economics, and the rural school commissioner, a teacher's certificate.

The specific problem faced by the leader then was to meet the needs of this diverse group in a way to challenge their interest while serving the practical purpose of development for each individual in relation to his own job.

The regular sessions of the series comprised twelve week-end meetings usually held on Saturday morning from nine until twelve. Most of the Saturday afternoons were spent by the teacher-leader in reading records in the offices of the Health Department or the Bureau of Social Aid from whose files most of the teaching material was drawn.

BEFORE the first meeting the leader was furnished with statutes, regulations, reports, and an official directory that were helpful in giving her an understanding of the county, its health and social services. At the first session, discussion centered around the distribution of welfare functions among the various officials and agencies in the county. The leader placed on the blackboard a rough chart of these services, which emphasized the lack of coordination of existing services, revealed the gaps in them and offered a basis for comparison with general trends in rural organization elsewhere. In this small county there were four agencies spending funds for health services and medical care; four agencies concerned in some way with child welfare; and one group work agency, Neighborhood House, at one end of the county. In addition, the sheriff, prosecuting attorney, Juvenile Court judge (county probate), and the selective service board were in many ways touching the work of the various agencies. There had never been a social service exchange in the county, but there had been one abortive attempt at organizing a council.

A program committee was elected from the group. They particularly wanted help with interviewing, so an assignment was made for an interview to be written verbatim or in process form, to be submitted by each worker at the next session.

In the second session the instructor brought out with group participation certain introductory material as a frame of reference for future discussions. This included a review of the way in which the social worker, nurse, school official, farm security workers, and home demonstration workers are all concerned with human beings who have social needs and a discussion of some of the basic attitudes of client and worker that affect relationships. Material was then presented by the leader on the unified basic processes of study, interpretation, and treatment in case work. These were defined in simple terms and explained with illustrations drawn chiefly from the public assistance field.

The third session was divided between discussion of selected interviews submitted by members of the group and some interviews presented by the leader from other rural case records to round out the range of situations and to afford some comparison of skills.

The case chosen by the committee for presentation at the fourth session was unfortunately, but not unexpectedly, one of those discouraging ADC situations in which there had been repeated reports of the mother's immorality and in which standards of homemaking and child care had baffled a long succession of zealous social workers and nurses. While there was no doubt some disappointment that the group leader did not hold the magic key to treatment, the most was made of the opportunity to discuss the so-called "suitable home" for the care of dependent children; the kind of social study needed where the parent's fitness to care for the children is questioned; and the value of a non-judgmental approach as a basis for relationship.

This case offered a point of departure for continuing in the next session a discussion of ways in which clients may be helped to improve living standards and some of the psychological obstacles that may explain the lack of success in cases where the client is vastly more aware of other problems.

The program committee selected for the next discussion a case involving cooperation between school, social, and health agencies, and invited as a special guest a member of the faculty of the department of education of the University of Chicago with training in clinical psychology, who was temporarily in Barry County. For this session an ADC case was selected which was also under care of the Health Department. It involved the cooperation of the local high school in vocational plans for a young unmarried mother just released from a state hospital for the mentally ill. The group became so absorbed in getting an understanding of the meaning of the girl's diagnosis, the causes underlying her breakdown, and its relation to psychoses in other members of the family, that the role of the school was somewhat neglected. Some progress was made, however, in noting the gaps in the ADC social study and the school's error in putting this girl in a commercial course without adequate information as to her capacities or her illness. Discussion also included plans for the care of the baby and the need for skilled child welfare services to help the court with such cases. One interesting result of this discussion was a trip by three staff members of the agencies concerned to the state hospital to discuss the case with the social worker and psychiatrist, and to see what could be done to further cooperation between hospital and local agencies in such cases in the future.

Part of the next session was devoted to a general discussion of other mutual concerns of school, social, and health agencies. This included: sharing social information and treatment responsibilities, how better to acquaint teachers with available resources in health and welfare, and the importance of joint planning in the school feeding programs. The rural school commissioner was there to represent the point of view of the school and there seemed to be real gains in mutual understanding.

Among the more important of the later sessions was one on social aspects of illness, led by a member of the medical social work faculty of the School of Social Service Administration, and one on interpretation to the rural community led by a faculty member who had experience in directing public relations in a state welfare department.

Some additional time was given to interviewing, with particular attention to getting to know individual children in family groups and the selective and effective use of collateral interviews. From time to time, questions raised by the group were discussed even though they broke the sequence of the series—for example, the advantages and disadvantages of the worker being assigned to her home community, and the problem of keeping information confidential in the small community.

Two cases were discussed which had been known to the Bureau of Social Aid, the Board of Social Welfare, the Health Department, and the Farm Security Administration. This discussion emphasized the importance of social and health factors in plans for family rehabilitation; and the need for some long-time joint planning in certain cases.

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The discussion revealed on each side a lack of information concerning the other's program and afforded an opportunity to exchange information.

One problem family of fourteen receiving ADC in the amount of $70 a month, the maximum in that state, was found to need at least $108 a month to meet a minimum budget. An interesting plan for this family was evolved by the conference. The Bureau of Social Aid agreed to continue basic assistance of $70 while the Farm Security Administration agreed to make a grant for a pressure cooker and other equipment, and a small loan for feed, seed, a cow, a sow, and a start in poultry. The Farm Security Administration would counsel the family in relation to farm and home management needs, and the ADC worker and health counselor would provide health and social services, with frequent inter-agency conferences on the case. This was contrary to the usual policy under which each social agency assumed total responsibility for cases under care.

The final session was devoted to case recording, a subject which had been requested from the beginning but which the leader had postponed until some gains had been made in understanding what information is helpful in diagnosis and treatment.

Extra and less formal sessions included two meetings with all of the supervisory personnel of the Bureau of Social Aid from the five-county area as part of their program for bi-monthly all-day meetings with their area supervisor. These were semi-social in nature, including dinner together and round tables on intake and supervision. The discussions were based on questions submitted in advance by members of the group. There was also a separate meeting with the staff of the County Bureau of Social Aid devoted to questions on public assistance that were not of general interest to the entire group. On one Friday night there was a large dinner party planned at the hotel with staff members from adjoining counties as special guests. Opportunities for informal contacts with members of the group arose through the Saturday luncheon periods, when part of them ate together at a local restaurant. One Saturday afternoon was used for a group excursion to Neighborhood House, a community center operated by the Episcopal Church for the families of migratory laborers in the onion and celery fields. The head resident had been unable to attend the conferences because of her Saturday activities, but welcomed this visit as a means of planning future cooperation with the health and social agencies of the county.

Because of job pressures due to the shortage of personnel and because of limited library facilities, it was impossible to give out regular assignments or to expect a coordinated reading program. Carefully chosen suggestions for reading were offered and considerable interest was shown by the group in following them.

Although briefly recorded and not always well selected, perhaps, the cases discussed were those that were troubling the workers and therefore challenged their interest more than would better teaching records brought in from the outside.

Most of the group participated in the presentation of case material in at least one session, as most of the cases used were known to two or more agencies and each worker presented a summary of his own record. This was a new experience to many in the group.

In the course of the three months' close association, this group of workers made progress in recognizing and dealing to some extent with their own lay attitudes toward people, and in understanding the behavior of clients as symptomatic of their difficulties. Perhaps some progress was made in acquiring a knowledge of methods that case workers have found useful in helping individuals, and certainly there were gains in clarifying agency roles and relationships within the community setting.

The ability of most of the group to submit their work to discussion without the need to defend it was surprising. The presence of the area supervisor did not seem to inhibit the discussion as the entire staff felt so well accepted by her. The response of some of the newer workers was no doubt affected by the presence of persons with longer experience, and for them the greatest gain probably came through questions they were stimulated to raise in individual conference with their own supervisors.

WITH a few exceptions, there was an earnest desire for improvement, a real liking for people, and a readiness to profit by every opportunity for development. In fact, the hospitable response of such a group would humble any leader and make evident how far short such a course comes of meeting their need; also, how important it is that such an undertaking should be accompanied and followed by continuous, adequate, and consistent professional supervision on the job. This response suggests, too, that one of the most important purposes served by such an experiment should be that of furthering the desire of the workers for continued development through professional education. In communities where workers selected for the beginning positions in the public welfare departments are eligible to enter graduate schools of social work, recruitment for professional education would almost inevitably result from such a series of conferences.

The leader was not equipped to make much direct contribution to the methods of the health counselor or home demonstration agent except as they might utilize some of the principles of human behavior and methods of interviewing that are universally applicable; however, there was apparently a helpful exchange of information and viewpoint between the social workers and the other professions.

No actual move was made during this time in the direction of formal community organization, although the director of the Health Department indicated his readiness to recommend to the Board of County Supervisors the launching of a confidential index when the time seemed right. The local workers thought that a council might logically develop after the index was started. There also seemed to be an increased appreciation of the need of a positive program of interpretation, particularly for the Bureau of Social Aid which had no direct community connections—not even a local board or advisory committee. This community-mindedness was stimulated particularly by the experience of one of the supervisors from a neighboring county who is active in a going community council in her own county.

Probably the greatest gains from such a venture lie not in any measurable increase of skill in interviewing or recording, but in the greater good will and mutual understanding made possible by this coming together of workers engaged in improving human welfare; in the demonstration of the efficacy of the case conference as a basis for case and community planning and in the stimulation to continued professional growth that inevitably arises from communication, however fleeting, with other professional persons.

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Lessons of the Cocoanut Grove Fire

By ELEANOR S. WASHBURN

Director, Information and Registration Office, Boston Committee on Public Safety

THE holocaust is over. Volumes could be written on the magnificent work done by the physicians and nurses, the hospitals, the Red Cross, the Women's Defense Corps, the army and navy, and many other agencies when, on November 28, a Boston night club burned with almost unprecedented casualties due to fire and panic. There was work for all, and each did his part. This article will attempt only to report on one aspect of the rescue work—the operation of the "master file." The writer will endeavor to tell what actually happened, to describe the original plan, to show the deviations from that plan, and to offer certain recommendations based on Boston's grim experience.

To make clear the speed with which the emergency struck, and the human problems it posed, a timetable of events, and a few representative incidents are included.

Saturday—November 28—10:21 p.m.: First of four alarms for a flash fire at the Cocoanut Grove, on the fringe of Boston's theatrical district.

Midnight: Fire out and work of removing bodies begins. . . . In less than two hours, the second most disastrous fire catastrophe in the history of the nation takes a toll of what is to date 488 dead, 168 injured.

Sunday—November 29—2 a.m.: Boston Committee on Public Safety organizes for action. . . . Executive director orders master file, designed for civilian war emergencies, to be put in operation.

3 a.m.—5 a.m.: Staff reports at headquarters. . . . Casualty lists begin to come in by telephone from hospitals. . . . Temporary master file starts accumulating data.

5 a.m.—8 a.m.: Press arrives for official lists of dead and injured and other information. . . . Radio begins periodic broadcasts asking that all requests for information be cleared through the Boston Committee on Public Safety. . . . First section of mobile unit (trained social workers) arrives, begins handling calls and interviewing public. . . . First of growing stream of personal inquiries come in. . . . All telephones ringing constantly. . . . Red Cross canteen arrives.

8 a.m.—12 noon: Army and navy officials arrive to check and take charge of casualties in armed forces. . . . Red Cross liaison at headquarters. . . . Telephone company installs ten extra lines to relieve pressure on overtaxed switchboard. . . . Volunteers stream in. . . . Staff assistance furnished by telephone company, Women's Defense Corps, Waves, Harvard University, Boston College, and so on. . . . Calls begin coming in from all parts of the country. . . . All casualty lists transferred from temporary file to permanent records in master file.

12 noon—8 p.m.: Mayor visits headquarters. . . . First mimeographed casualty list issued. . . . ARP courier service supplants casual volunteer messengers. . . . Night coverage arranged, and day staff relieved. . . . Trained social workers from Public Welfare Department take over night shift. . . . Lists of officially identified dead secured from mortuaries.

Monday—November 30: The load still heavy. . . . Rapid identification of dead. . . . Supplementary casualty lists mimeographed. . . . Army and navy transfer dead and all moveable injured service men to own hospitals.

Tuesday—December 1: Many names found inaccurate. . . . Changes numerous. . . . Many injured dying. . . . Only three unidentified dead remain in morgues. . . . Second casualty list published.

Wednesday—December 2: All bodies identified. . . . Third official list published.

Next 12 days—December 3-15: Revised casualty lists from all hospitals, morgues, undertaking establishments, and army and navy sources checked and rechecked. . . . All deaths checked with City of Boston Registry of Vital Statistics. . . . Verifications made. . . . Official figures announced.

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There was the sailor in uniform, hands slid into his reefer pockets, who stood there and said, "All I know is, Bill and I were going to the Cocoanut Grove, and we agreed to meet in front of the Met, and I waited three hours and a half for him to show up. Now I don't know if he could have got there without me, but it seems very funny. I haven't seen him all day, and we're due back on board tomorrow morning. I thought I'd come and see."

Outside the grilled window of the mortuary stood a blond young man. In his hand he clutched a scrap of paper, with the morgue address which the social worker at the master file had given him. He stood there, his face white, his eyes slightly staring. In his hat was a long purple feather, which still retained a bedraggled jauntiness. From his lapel dangled a cluster of little footballs with more purple ribbon. There had been a football game Saturday afternoon between Boston College and Holy Cross. The young man explained. There had been four of them at the game. After the game they separated, he and his wife to go to the theater, his sister and her boy friend to go to a night club. They were to meet after the theater at the Motor Mart where his car was parked. When he and his wife came out of the theater, the headlines struck them in the face. All that night they searched the hospitals. The next day they checked periodically with the master file. Now in the late afternoon he came with desperate reluctance to the last step. He described his sister—what she was wearing. They took him downstairs. He soon came back to sink heavily into a chair, overcome with anguish.

There was the piteous voice of the girl calling long distance. She kept dropping coins in the telephone every time the operator cut in on the line. She wanted to know about her "boy friend," whose name we did not have but who was known to have been at the Cocoanut Grove. Would someone call her back or send her a wire or something? The master file would and did.

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Behind every call was a human interest story charged with drama and pathos. In the first two days, there were 2,452 inquiries about 1,045 individuals.

Now an account of how the master file functioned.

In April 1942, Boston's Civilian Defense Council laid the groundwork for a mechanism of identification and record which would swing into operation in the event of an air raid. The purpose of the master file was to provide a reservoir of information concerning the identity and the whereabouts of individuals affected by disaster.

The plan called for centralized automatic reporting of all casualties in hospitals, morgues, and funeral parlors, or treated at casualty stations or mobile medical units. It also included registration of persons in shelters or those obliged to move from their own homes. The effectiveness

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of the whole scheme hinged on prompt listing by all groups concerned.

The plan was approved by the various divisions of the Boston Committee on Public Safety (local defense council), by the Red Cross, the Boston Council of Social Agencies, the Greater Boston United War Fund, and the Hospital Council of Boston. It was set up as a part of the Public Safety Advice Bureaus, fifteen emergency information centers manned by trained social workers.

The Public Welfare Department agreed to loan space and filing equipment to the project. It was decided that the address of the master file would not be advertised but that the public would be directed to make all inquiries at Public Safety Advice Bureaus or at the Red Cross Information Offices. Courier service was planned so that information could shuttle back and forth in the event that the communication system became disrupted.

The Social Service Index, a unit of the Boston Council of Social Agencies, agreed to take responsibility for operating the file, which is built on the same plan as the index. Reports would not give detailed information concerning any person but would merely indicate where detailed information might be secured. For example, if John Jones wished to know about his sister, Mary Jones, he would go to the nearest Public Safety Advice Bureau, which would consult the master file. A report back might be as follows: "Mary Jones admitted to the Massachusetts General Hospital, June—, 19—." The inquirer then would be directed to the information center at the Massachusetts General Hospital for detailed information.

Forms were printed and stored—pink cards for the dead, green for the injured, white for persons in shelters or moved to another address, and inquiry slips to be made out in triplicate.

The hospital administrators designated a key staff person to fill out casualty forms. These staff members were called together and given instructions. The medical division likewise arranged for training staff secretaries at the medical depots. The Red Cross and Public Safety Advice Bureaus instructed their personnel. Each unit was given a supply of forms so that they could swing into action without delay.

In the Cocoanut Grove disaster, all operations of the master file were centralized under one roof, the defense council headquarters, and the address and telephone number were widely publicized over the radio and by the press. No district advice bureaus were opened. Instead, central headquarters were established downtown, manned by the mobile unit of the Public Safety Advice Bureaus, augmented by a large number of social workers from the Public Welfare Department.

The automatic reporting system broke down and for the first twenty-four hours all reports from hospitals, morgues, and funeral parlors came in by telephone. Volunteers were assigned to cover morgues and hospitals until their own staffs could furnish information. Looking back, this breakdown is seen to have been due to the fact that the disaster occurred on Saturday night when the designated persons were not on hand to fill out the cards. Since the disaster was not an air raid, there was no alert to warn them to report to their posts. Under the impact of the disaster, such staff members as were on duty in hospitals and morgues were overwhelmed with their primary responsibilities. Hospital administrators therefore allowed telephone lists to go through until the situation was under control. The net result was that while the master file acquired information rapidly, there was a high degree of inaccuracy in the listings. This was in part because of mistakes made at the source and in part because of the difficulties of telephone reporting. Except for a few minor changes, the forms were entirely satisfactory.

There were two wholly unexpected complications. The first was the necessity of providing news releases every two hours daily for two days, and three or four times daily on the third and fourth days. This was a tremendous tax upon the master file and tended to slow up the process of getting new names indexed promptly. The second complication was the necessity for keeping current statistics. If all source material had been accurate, current statistics would have been relatively simple; but due to the fact that so many duplications came in—wrong spellings, wrong addresses, aliases, maiden names instead of married names, and so on—there was a continual shuffling of the figures. Further, there had to be a constant shift of names from one category to another, because of the high mortality among the injured. There always will be a margin of error, but in the Cocoanut Grove disaster it was much broader than it should have been.

The master file did not make any investigations. The Red Cross had sole responsibility for home visits, and used the master file as a resource for names and addresses. There was a close working relationship, and a liaison person was at the master file headquarters.

After the Cocoanut Grove disaster, the office of the master file was open night and day for four days. More than 250 people worked on the project. This included the staff of the defense council; eighty social workers, sixty of them from the Public Welfare Department; and approximately 150 volunteers.

In the event of air raids or another civilian disaster in which it is deemed advisable to call a community mechanism such as Boston's master file into action, the following recommendations are offered:

1. That the master file be isolated in a location to which the public does not have access, with district public safety bureaus open to local residents, and a center for out-of-town inquiries.
2. That one person be designated to serve as a liaison between the master file and the press, to give out releases simultaneously to all papers at stated intervals.
3. That the help of a trained statistician be sought in setting up the most efficient system for providing current statistics on a diary plan.
4. That the local agency corresponding to Boston's Public Safety Advice Bureau include hospital recorders, morgue recorders, and a courier service, each group with a chief, deputies, and an instructed staff, part of the staff to be assigned in advance and the rest mobile.
5. That wherever the master file is put in operation, it be the accepted clearing house for casualty information from hospitals, morgues, and other sources.
6. That agreements between the local defense council and the Red Cross be fully clarified.
7. That forms be kept on hand, ready for an emergency, preferably standard throughout the state.
8. That mechanical aids be used to speed up the operation of the master file, including a photostat machine, street lists, and so on.
9. That if a social service index exists in a community, it is the logical agency to operate the master file because of facilities and trained personnel.
10. That if a city or town is part of a larger metropolitan area, the planning be related on an area basis.

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The value of using trained social workers to interview people under terrific emotional strain was clearly demonstrated in the Cocoanut Grove disaster. The public appreciated the courteous, sympathetic, expert advice given them. There were no scenes or hysteria. In this test, the plan of setting up Public Safety Advice Bureaus for an air raid or any other large scale disaster proved sound.

The worth of trained volunteers also was made clear. Due to the fact that the Boston Committee on Public Safety had been actively recruiting personnel through its information and volunteer offices since December 11, 1941, there was a nucleus of qualified men and women ready to help handle the emergency.

No report on the operation of the master file would be complete without mention of the assistance given by the mayor and by the executive director, the executive secretary, the chief medical officer and the chief evacuation officer of the Boston Committee on Public Safety, and the staff of the defense council. Without this cooperation, the master file could never have succeeded in its initial trial.

Going to Group

By DOROTHEA F. SULLIVAN

Director of Group Work, National Catholic School of Social Service, Washington, D. C.

THE young sons of my friend said, "And on Saturday —that's our favorite day—we go to group." Another small boy tells me, "But the *very* best friend I have is Uncle Bob. He's not really my uncle, he's Dave's uncle; but he's our club leader so we all call him Uncle Bob." A Brownie Scout reports to her mother that the leader of her troop is the "most beautiful lady in the whole world." Just before Thanksgiving a boy put a note from his mother into his group leader's hand. It read: "Since you are so far away from your own country on this American holiday, won't you have dinner with us?" The boy added anxiously, "We can't afford turkey this year but you like chicken, don't you?"

Who are these leaders and why do they mean so much to the children? Uncle Bob turns out to be the slightly lame man who runs the corner drugstore. The mother of the Brownie investigates the "most beautiful lady" and finds a young piano teacher with a sympathetic and humorous expression quite remote from Hollywood and not unlike her own, the mother thinks. The Thanksgiving guest is an exchange student from whom boys and girls are learning an affectionate respect for things South American and who, in turn, is learning from them that all Americans are not rich and ruthless.

Hundreds of thousands of such men and women are leading groups of young people. They are volunteers. Some of them have had special training in a leadership course offered by the agency with which the group is affiliated. Some have taken similar training under the auspices of the OCD, the Council of Social Agencies or the Department of Recreation. Some have attended graduate courses in schools of social work or education, or have enrolled in extramural courses offered by the faculty members of such schools, for leadership of leisure time groups has passed from the "keeping-children-off-the-streets" stage to a full time profession concerned with the effect group participation has on the personality of the individual. Thus, persons interested in the subject may make it their own leisure time activity or a life's work. In any case they will be making a contribution of service to the community.

The rewards for such service are rich and varied. There is a unique joyousness in the mutually sought companionship of youngster and grown-up. There is exhilaration in discovering and fostering potential leadership qualities in young people. There is the pleasure of sharing one's own hobbies and ideas with an eager, appreciative company. In the immediate present there is the challenging opportunity to assist the next generation in building a better world than the one we see slewing around us.

It is already late for us to begin to train millions of boys and girls to take over the responsibilities of world citizenship, but it is not *too* late. Some ground work has been laid. Some parents have inculcated ideals of responsibility to an authority higher than the state, some schools have taught scientific facts that expose the absurdities of racism. But many young people are facing challenges today for which they have had no preparation or practice. What does this have to do with boys and girls clubs: with the Scouts, the settlements, the "Y" 's, the Boys' Clubs, 4-H Clubs, and the USO? Very little if one thinks of these organizations only in terms of games, crafts, and Saturday night dances. Everything, if one can grasp their full significance of teaching democratic ideals and leadership.

Compare the program activities of various group work agencies. They seem decidedly similar. Read any one of our camp catalogues and compare its sample schedule with that pictured in the manual of the *Bund Deutscher Maedel*. You will find German girls enjoying the same activities that engross our children. Apparently there is no organization nor nationality monopoly on the kind of pastimes that appeal to young people everywhere. The important distinction, therefore, lies in the philosophy of the person or agency guiding the activities. In doing exactly the same project in handcraft, for example, the members of one group may learn to cooperate with one another and to assist and encourage the weaker or less able. The members of another group may compete savagely and deride the efforts of those without talent. Between groups there may be fostered an affectionate comradeship or a bitter, excluding superiority.

That is why volunteer leaders of groups are urgently needed at the present time. Volunteers who formerly have been reluctant to offer their services because they felt they were not sufficiently trained in skills of various kinds may now feel assured that one worthwhile interest, be it gardening, cooking, animals, Spanish or hiking will prove an entree into the minds and enthusiasms of the children who storm agency doors pleading "We want a leader." For those individuals who need additional skills, the organization provides training, too.

According to a study made in October 1942 by Louis Blumenthal of the San Francisco group work agencies, most of the reporting agencies had undergone change with respect to the characteristics of their membership. "Most

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marked is the increase in the younger age group, and in defense workers. There has been some increase in the older age group and in female use of facilities. . . . To regular programs there have been added wartime services in the face of reduced personnel and shrinking or static budgets."

FORTUNATELY the group work agencies are better prepared than some others to channel efficiently assistance proffered by volunteers. Professional group workers do not meet the wartime tide of volunteers with a this-is-a-fate-worse-than-death-expression, but with a confidence born of long experience in knowing the mutual pleasure and stimulation of working together toward a common goal. Most of the groups have always been led by volunteers but there have never been enough of them to satisfy the demand of the youngsters. Now, when more leaders than ever are needed, some are wondering whether their work is really significant to the war effort. With that feeling of uselessness that must attack everyone not firing a gun, they are casting about to see if their experience and energies are needed elsewhere. Perhaps it is not given to everyone to see the world of tomorrow in the attitude of Peter Smith, age twelve, toward the colored boy in his Scout troop. But what is the use of our striving to secure a quart of milk a day for every child in the world if Peter Smith is not now being taught how to handle its distribution? What if there is less than a quart—will he share it? Or more than a quart—will he grab it?

Good homes and good schools are striving toward this but there are not enough of them. Nor can they reach the child in the area in which he functions as an independent individual, "on his own" for perhaps the first time in voluntary participation of something he enjoys with an adult leader he can trust.

Group leadership should not be thought of solely in terms of child leadership, however. Vital work can be done among adults, up to and including the elderly. Among the latter, the effective work of Oskar Schulze in Chicago and Cleveland has demonstrated what a revivifying effect group association has had on an age group which is particularly subject to political legerdemain and constant frustrations. In housing developments, group workers aid in the growth of group interests and associations for all members of the family. Newcomers in a community, no matter what their age or social background, need friends and activities to make them feel they belong. Wartime conditions have brought many changes and some benefits, among which is the recognition of the kind of guidance and leadership women can furnish to boys' groups. A staff member from the Boys' Club reported the effectiveness of a woman in stimulating an interest in literature among a crowd of previously "difficult" boys.

In St. Elizabeth's Hospital in Washington, D. C., beginning with the use of psycho-drama as a part of therapy, groups are being formed among the mentally disturbed under the leadership of volunteers who receive training in the psychiatric approach.

Among those at present in need of good thinking and constructive direction are certain age groups, for instance the high school boy. Too young for military service himself, he finds his social life completely eclipsed by that of his older friends. Girls of his own age have forgotten him entirely, in their enthusiasm for the boys in uniform. Resentment, plus the opportunity to acquire an unprecedented amount of money quickly, does not lay the best groundwork for wholesome growth. Another vital need is that of young people placed on farms. The farmer himself will supervise the tending of crops and livestock, but he cannot be expected to perform the duties of a dean as well. To look after the welfare of a group of young people for a number of weeks there should be a mature individual who has some idea of what happens to groups in new and isolated situations. Such a leader should be part of the farm organization set up wherever a labor unit of school or college students is located.

All too few discussion groups are offered. Volunteers with interest in world affairs and some training in discussion leadership will find a warm reception in groups of all age levels. Look again at the Hitler Youth Camp Program. Two and three hours a day are devoted to group reading of newspapers and discussion of current events. Yet we leave American youth ill informed in current events and inarticulate in voicing democratic ideals and principles. What volunteer effort on the home front could be more useful than guiding the thinking of those who want help in trying to understand today's problems? Agencies are using volunteers for personal counseling, too, for the war tensions and a mobile population have increased demand for service of this kind.

GROUP leadership is not the wartime job for everyone. There are some who lack the necessary abilities to initiate activity, to stimulate thinking, or to persevere in a continuous task which brings little tangible recognition. The work may lack drama, for those individuals not acutely sensitive to human needs. Yet the demand for group leaders is a compelling one. Professional personnel has been drained off in a dozen different directions because most of the new wartime organizations made instant demand for workers who knew how to handle people in groups. WPA workers, whose assistance has been invaluable and upon whom agencies depended, are no longer available. Many volunteers, both men and women, were forced to leave their groups when they entered the armed forces. Some volunteers were curtailed in their activity by lack of transportation or household help. Some were diverted by the appeal of newer agencies. Surely, no reasonable person would decry the mobilization of volunteer effort to serve in case of air raid, sabotage or other emergency. The saving of one life is worth the immeasurable contributions of time and energy of thousands of workers. Yet such preparation should not preclude the carrying on of group leadership responsibility. There is, of course, a possibility that some communities will be visited by disaster. But compare this likelihood with that of the already present menace of increased juvenile delinquency, mass anxieties, or lowered morale as evidenced by hoarding, rumor-mongering, and baiting of scapegoats. One's home may possibly be hit by a bomb but almost certainly it will be affected soon by the demoralizing forces I have cited. Our lives are now too intertwined with our neighbors' to permit anyone to remain aloof from his share of responsibility. Nor can we expect good leadership in the future to spring from uncultivated fields. In Calderon's *La Vida Es Sueño,* the Prince of Poland grew up in complete ignorance and isolation, and yet he had only to be told of his regal birth and at once he assumed competently his kingly obligations. In this real world our children can be told of their heritage of liberty at a very early age, but it is for the leaders they admire to show them how to use it for the common good.

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Here in Washington . . .

By Rilla Schroeder

DESPITE advice that it was a dangerous subject and, therefore, to be avoided, the President in his State of the Nation address to the new Congress left no doubt as to his stand on the proposed expansion of the Social Security Act. He said: "If the security of the individual citizen, or family, should become a subject of national debate, the country knows where I stand."

He did not, however, present a proposal for legislation nor, it is understood, will he in the near future. In the first place it is a ticklish subject; and in the second, the Ways and Means Committee, to which any such legislation would be referred, plans to start work immediately on tax legislation and does not expect to have time for anything else.

Due to this inaction on the part of the Ways and Means Committee, Representative Usher L. Burdick of North Dakota, has introduced a resolution authorizing the House to set up a standing committee on social security with funds to employ experts on the subject. The resolution has the backing of labor and those interested in social security. A somewhat similar resolution, introduced by Senator Wiley in the upper chamber, calls for a joint committee to be named from Ways and Means and the Finance Committee of the Senate. Obviously if the committee members were too busy with their original committees, they would find little time to devote to the new.

The advisability of acting on the social security program at this time hardly needs to be stressed. Chairman Arthur Altmeyer in a recent issue of the *Social Security Bulletin* states the case convincingly. He warns that unless action is taken in the near future there is grave danger that the postwar period will arrive before a well rounded system, devised to withstand postwar problems, has been put into operation. We then will face emergency problems with hastily improvised devices. Further, two of the major economic problems of the war effort are to control inflation and to obtain revenue.

Immediate expansion of the social security system would provide a partial answer. Advocates of action now do not agree on the advisability of using this argument, but it is not one to be ignored.

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THE FARM LABOR PROBLEM, ONE OF THE hottest in wartime America, has been transferred, lock, stock, barrel, headache, and all, from the War Manpower Commission to the Department of Agriculture. The directive authorizing the transfer (Washington lives on directives these days) says, "the measure . . . will promote a more effective mobilization and utilization of the farm labor resources in the prosecution of the war through a more complete use of the facilities and personnel of the Department of Agriculture."

The Department is instructed to cooperate closely with the United States Employment Service, "in order that the total labor requirements for agriculture and other production will be served as efficiently as possible from a common labor pool." Where the supply of workers in farm communities is inadequate the Department will be permitted to place orders for workers with the USES in other areas. Importation can be resorted to only where all local resources are exhausted.

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THE TOLAN COMMITTEE IS WAITING for House approval before continuing its activities. The reenacting resolution has been introduced but, to date, no action has been taken on it. In the meanwhile a move to consolidate the various committees investigating manpower is gaining ground both in Congress and elsewhere. [See page 53.]

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FORMER REPRESENTATIVE MAURY MAVerick of Texas, sometime mayor of San Antonio, now director of WPB's governmental division, has issued a "memo" on federal, state, and local governmental relations which does not promise to enhance his popularity in Washington.

Mr. Maverick blames the federal government for the lack of harmony between the three. Responsibility for the federal government's failure he places on individual federal agents who too often class any official below the federal level as a politician and, therefore, not to be consulted or even worthy of trust.

This "all too prevalent attitude of condescension" on the part of federal officials toward state and local men, he believes, has gone far in causing ineffective government and is certainly responsible for the "smoldering dissatisfaction" in many localities.

Says Mr. Maverick: "The truth of the matter is, however, that the state or local officials are often nearer to the people and the processes of democracy and may be as well or better trained than the federal official for the problems involved." Mr. Maverick feels that the state and local governments have not been properly utilized in the war program and that some of the breakdowns or near breakdowns in that program can be traced to this unfortunate fact.

He outlines a program to improve the situation, the kernel of the proposal being that the federal officials recognize the ability and usefulness of the state and local set-ups.

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MARCANTONIO AND BALDWIN, BOTH OF New York, have anti-poll tax bills before the House. The bills are almost identical and the question is, at this point, whose bill will be given consideration. The American Labor member's measure rates first place as it went into the hopper first, but certain friends of the proposal feel that Baldwin, a Republican and conservative, might be more appealing to the present Congress. The Judiciary Committee has both measures but the chances of either coming out via the committee route are slim.

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BY A 6-TO-0 DECISION THE SUPREME Court has upheld the April, 1941, conviction of the American Medical Association and its Washington branch for violation of the Sherman Anti-Trust Act. The AMA, it will be remembered, locked horns with the Group Health Association and received a stiff fine for its antics.

Mr. Justice Roberts read the decision which confirmed the opinion of the lower courts that (1) Group Health was a business and, therefore, entitled to protection; (2) that the AMA was not exempt from the provisions of the act. It was unanimous, although Mr. Justice Murphy and Mr. Justice Jackson did not participate. Both had been involved in earlier phases of the case's history.

Denying contention of the petitioners that they were interested chiefly in protecting physicians employed by Group Health and that their objections were to the terms arranged between Group Health and the medicos the decision stated:

"They were interested in the terms and conditions of employment only in the sense that they desired wholly to prevent Group Health from functioning by having any employes. Their objections were to its method of doing business. Obviously there was no dispute between Group Health and the doctors it employed or might employ in which petitioners were either directly or indirectly interested."

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The Common Welfare

Security Plans

THE American "Beveridge Plan," the existence of which is generally known, has not been released to the public at this writing. It remains on President Roosevelt's desk, where it was placed by the National Resources Planning Board in November. The report is the fruit of a two-year study, which analyzed all existing public agencies for assistance and economic security, and drew up detailed plans for integrating, strengthening, and extending these measures of insurance and relief, and for financing and administering such an over-all program.

Less comprehensive suggestions were prepared by the Social Security Board some weeks before the present session of Congress convened. These proposals include the extension of old age and survivors' insurance; liberalization of unemployment compensation; disability insurance; increased allowances under present programs for the needy aged, the blind, and dependent children; a scheme of general relief for those not eligible for categorical aid or insurance benefits.

In his message to this Congress, the President hinted at a program for this country assuring the individual and the family "against the evils of all major economic hazards—assurance that will extend from the cradle to the grave." It is possible that legislation based on the National Resources Planning Board report, the Social Security Board suggestions, or some combination of the two sets of proposals will be put before Congress in the weeks ahead. Meanwhile, many Americans await with some impatience a chance to study and discuss a "Beveridge Plan" for this country.

The National Conference

SOCIAL work's wartime problems will be the sole concern of this year's National Conference of Social Work, which is to hold the first of its three regional meetings in the Pennsylvania Hotel in New York, March 8-12. Later meetings will be held in St. Louis, Mo., April 12-16; and in Cleveland, Ohio, May 24-28. (See page 58.)

For the first time in years the conference will desert its usual method of presentation in favor of a new composite type of program, more suitable for carting about the country for a series of short-run appearances. Gone are the traditional section and committee meetings which heretofore have divided the program by field of work and special interest. Instead of specialties the conference will consider problems which touch upon various fields of social work at once. Thus there will be sessions on Children in Wartime, the Impact of War on Family Life, the Role of Social Agencies in the Mobilization of Manpower. In such sessions, of course, two or three papers will be presented considering specific phases of the problem under scrutiny. There will also be several sessions scheduled primarily for discussion from the floor of subjects presented more formally at previous sessions.

All three regional meetings will follow the same program pattern, which was devised by the program committee and the conference staff with the cooperation of the section and committee chairmen (who worked diligently on the program in spite of the elimination of sections and committees) and of social workers from the localities in which the meetings are to be held. Most of the topics and some of the speakers will appear at all three of the regions. At this writing some of the persons scheduled to speak at the New York meeting are John P. Peters, M.D., professor of medicine at Yale University; Katharine F. Lenroot, chief of the U. S. Children's Bureau, Arthur S. Altmeyer, chairman of the Social Security Board.

Opportunity

FOUR long years were consumed in the legal battle that last month terminated with the U. S. Supreme Court's decision upholding the conviction of the American Medical Association and the District of Columbia Medical Society for conspiring to restrain the activities of Group Health, Inc., of Washington. (See page 50.) The outcome was well worth the struggle, for it opens the way for continued experimentation with means for bringing adequate medical care within reach of every segment of our population. Voluntary group health cooperatives may not be the only channels for achieving this end, but they promise to become an important part of the American scene. Their value lies not only in their prepayment features, which make good medical care available at low cost, but also in the opportunity they provide for bringing physicians together for group practice, a trend which would seem to be inevitable with the increase of scientific specialization. Perhaps it is not too much to hope that now that the battle is over the American Medical Association will follow the suggestion of *The New York Times* and itself begin to experiment in this direction. Says the *Times*: "If it can supervise hospitals it can do as much for group practitioners and make certain that they are rendering the kind of medical service we ought to have."

A Manpower Issue

THE action of Paul V. McNutt, war manpower commissioner, in postponing indefinitely the hearings on racial discrimination in the railroad industry before the Fair Employment Practice Committee has stirred widespread protest (see page 54). Malcolm S. MacLean, president of Hampton Institute, has resigned as chairman and member of the committee.

Henry Epstein, former solicitor general of New York State, retained by FEPC as chief counsel to conduct the railroad inquiry, has resigned that post as a means of expressing "vigorous protest against the action taken by Mr. McNutt." In his letter of resignation, Mr. Epstein stated:

> The evidence at hand presents a picture of grievous discriminatory practices against Negro citizens in the railroad industry that cries out for public attention. Without such public hearing, I seriously question whether any appropriate redress will ever be made possible.

In a joint statement, two spokesmen for the Federal

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Council of Churches, George E. Haynes, race relations secretary, and James Myers, industrial secretary, declared that Mr. McNutt's action "raises the whole question of the status and future usefulness of the President's Fair Employment Practice Committee which has been like a beacon of hope in a heretofore dark picture of race discrimination and lack of democracy in employment practices in many industries."

National War Fund

A NEW National War Fund is a recent result of the past year's swift development of local War Chests as efficient mechanisms for the huge job of enlisting voluntary support for a multiplicity of wartime needs.

The organization was initiated at the instance of the President's War Relief Control Board. But it is essentially a grass roots movement. Rank and file citizens of America's big and little cities hold the pursestrings, do the work, and are calling the formations on wartime giving. It is in their urgency for unified campaigns, their impatience of wasted effort, that this move for greater consolidation originated.

What the National War Fund *is* and what it *is not* have been somewhat misunderstood. The Fund does not replace any existing local unified campaigns, such as War Chests, Community Chests, and so on. It will work through them, urging them to "get on the bandwagon" of the nationwide October campaign period and thus gain the benefit of national publicity. Its primary job will be to stimulate the consolidation into single campaigns of all war-related appeals in areas not already organized.

This organization will extend to rural areas as well as urban. It will not affect voluntary support of non-war-related, permanent agencies except with local concurrence. In actual practice it seems likely that these agencies in many areas will see the advantages to themselves in participating in a unified War Fund campaign.

Those responsible for the new "NWF" reiterate that "in no sense is this organization imposed from the top, either by the government or by individuals." They see it as an unofficial, voluntary enterprise, relating to and directed by the efforts of private citizens. In the long run, they believe it may bring about nationwide acceptance of the basic Chest principle of community responsibility for human needs.

Conscientious Objectors

NOTHING more clearly illustrates the difference in attitude, public and official, toward compulsory military service in World War I and today than the treatment of conscientious objectors then and now.

According to a summary made public a year after we entered World War II, the number of conscientious objectors to date totals 6,277. Of this total, 5,194 are in civilian public service camps, organized and maintained for them, and 1,083 have been ordered to report there. Most of the objectors are scattered in fifty-nine centers engaged in soil conservation, reclamation, and other work similar to the CCC projects. Some have volunteered as attendants in understaffed mental hospitals, and as "guinea pigs" in medical and nutritional research. The objectors represent 133 religious bodies, though Quakers, Mennonites, and Brethren together constitute 65 percent.

The government provides only the camp buildings, most of them disused CCC camps, and some types of training. Selective service supplies basic equipment. The camps are administered by the American Friends Service Committee, the Mennonite Central Committee, and the Association of Catholic Conscientious Objectors. If the objector is unable to pay the cost of his own maintenance, about $35 a month, support is provided by his religious group.

Selective service spokesmen, looking back to records of public condemnation, legal prosecution and imprisonment in 1917-18, state that the task of handling conscientious objectors is "one hundred percent better done" than in the first World War. From the other side, Paul Comly French, executive secretary of the National Service Board for Religious Objectors, states, "The government has shown great sympathy and understanding in handling this difficult problem."

Two Leaders Pass

DEATH has come at eighty-four to "Honest John" Burns, one of the rugged figures in labor history, the young leader of the great London dockers' strike of 1889. Cardinal Manning was one of those who helped bring about a settlement, looked back on as a turning point in industrial relations. John Burns pioneered the political front also, before the founding of the Labour Party. It was just fifty years ago that he was sent up from Battersea, the first trade unionist in parliament. When the Liberals came into power in 1905, Sir Henry Campbell-Bannerman made him president of the Local Government Board; later to be advanced to the presidency of the Board of Trade. He had served a quarter of a century in the House of Commons when, along with Lord Morley, he resigned from the government on its entrance into World War I in which he was to lose his only son. This was not due to any lack of fighting spirit. Back in the '80's, he had served six weeks for "unlawful assembly" for championing free speech in Trafalgar Square—an incident which led to new regulations allowing gathering at the foot of the Nelson column. In 1905 he was instrumental in passing the Town Planning Act and was often quoted as saying at the celebration of its twenty-first anniversary in the '20's, that he considered himself a competent authority on housing, "having slept in both Windsor Castle and Pentonville Prison."

In the early years of the century, he visited the United States as a member of various commissions. At the time of The Pittsburgh Survey, he sent this message—read during Civic Week there in November, 1908—a message which is itself a way-mark in measuring progress since in the great American steel centers:

> Six days work a week instead of seven, three shifts of eight hours instead of two shifts of twelve; no twenty-four hour shifts; better housing; counter-attractions to the saloon; more parks and open spaces; the improvement of the river front; the humanizing of labor instead of the brutalization of toil. There you are. Those are Pittsburgh's marching orders.

Within a week after John Burns' death came that, at eighty-two, of "fiery" Ben Tillett, who organized the dockers' union and put his life into it. Their names were always linked as leaders of the great waterfront strike of 1889 which spurred unionism among wage earners at the bottom of the scale. Characteristically, Mr. Tillett became a pioneer organizer of the General Workers Union as well as of the National and International Transport Workers Federations.

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The Social Front

War and Education

THE growing manpower shortage in the schools is reported by the U. S. Office of Education, with a preliminary tabulation of reports from 448 city and county school systems giving the reasons why 9,000 teachers left the positions they were in between the close of the last school year and October 15, 1942. Half the 3,663 men entered the armed forces, and about half the 5,301 women left, either to take a job in another school system or to get married. Only 15 percent of the men leaving went to another teaching position, though 30 percent of the women did so. Of the men, more than 22 percent went into a war industries job, a federal job, or some other business or industrial opening. The turnover was much higher for both men and women in county (rural) school systems and in towns and small cities than in large city school systems. The data seem to reflect clearly the dissatisfaction of teachers with salaries and professional opportunities in rural areas and smaller cities.

War Courses—Of the 1,200 senior liberal arts campuses in the country, some 300 are in the process of major readjustment to meet the requirements of the specialized training programs of the army and navy. The army program, for which a young soldier is eligible only after completing his basic training, is limited to courses "to meet the need of the army for technically trained soldiers for certain army tasks." Students must have a general classification test score of 110 or better, and be high school graduates between the ages of eighteen and twenty-one. Universities and colleges offering the specialized training under contract with the army "will provide instruction in curricula prescribed by the army and will furnish the necessary housing and messing facilities." The army program has been criticized by educators as being too rigidly technical in content, and for interrupting the college term for the twelve-weeks basic training.

Under the navy program, which has been widely commended by educators, students will be assigned on active duty to universities or colleges, instead of being taken off campus for basic training. The programs of study will run from eight to twenty-four months, depending on objectives. For the first eight months, the content will be similar for all students, emphasizing work on the college level in science, mathematics, mechanical drawing, history, English, and physical training. So far as possible, the navy will permit candidates to select the colleges they will attend, instead of assigning them, as the army is doing.

In the thirty-seventh annual report of the Carnegie Foundation for the Advancement of Teaching, Dr. Walter A. Jessup, president, points to the effect of the war training courses and the "priorities" in education on admission requirements; on enrollment, with a lack of students and faculty in some departments, such as philosophy and German, and with overcrowding in mathematics and physics; and on curricula. He comments that the army's demand that students do "consistent and creditable work every day" is a new factor on the American college campus.

College Enrollments—A cut of 25 percent in the enrollment of men students before the lowering of the draft ages, and of 20 percent among women students is announced by the 153 institutions making up the American Association of Teachers Colleges, a department of the National Education Association. On October 1, 1941, these institutions enrolled 102,009 students; a year later, the total was 78,768. The draft, and the high wages offered by war industries, account for the reduction.

For the same period, the U. S. Office of Education reports a drop of almost 14 percent in the enrollment in all institutions of higher education. The figure for women students was 11.2 percent, for men, 15.5. The heaviest drop, nearly 25 percent, was in junior colleges. About one third of the men now in college are in the eighteen to nineteen age group, now subject to the draft.

Simultaneously, the number of college and university teachers in this country dropped 5 percent, with the decrease in men teachers, 7.5 percent; of women, 1.3 percent. There were heavier losses in the faculties of publicly controlled institutions than in those under private control.

Exchange Fellowships—The State Department has announced that there will be no more official scholarships, fellowships, or travel or maintenance grants to students "for the duration." In sending this information to representatives of other American republics in Washington, the State Department pointed out that most of those eligible for such appointments will now be in the armed forces, in war industry, or in other activities directly related to the war effort. Grants already made will be honored, but no more will be made during the war. "They will, of course, be resumed as soon as feasible." The announcement expressed the hope that conditions in the other American republics would permit the program of sending Latin American fellows and students to this country to continue without interruption.

Social Studies—In a statement of wartime policy, the National Council for the Social Studies considers "the place of education for citizenship in the war program," the problems of the field, and offers "the framework of a desirable program in social studies for the immediate future." The report emphasizes the importance of remedying "isolationism" in information and viewpoint, and of encouraging international cooperation. To this end, the report urges the teaching of world history, with special attention to China, India, Russia, and the British Commonwealth of Nations, and units on Canada and Latin America. It also urges special attention to minority groups in the United States in courses in America history and civics; and re-examination of imperialism, colonialism, the protection of minorities "with reference to needs of the immediate future." The council suggests a full year of social geopraphy as a requirement for all high school pupils. The report, "The Social Studies Mobilize for Victory," may be ordered from the council, 1201 Sixteenth Street, N. W., Washington, D. C. Price 10 cents.

Manpower

THE final report of the Tolan committee opposes national service legislation, putting war work on a compulsory basis. The committee, headed by Representative John H. Tolan of California, has spent two and a half years studying labor migration in this country and, more recently, manpower mobilization. The report states that the committee "is not opposed to compulsion as such," but that it opposes job-shifting, job-freezing, and other compulsory controls at this time for a number of reasons, including the unreadiness of manpower, production, and procurement agencies.

The committee urges that Congress pass pending legislation, which Mr. Tolan will reintroduce in the present ses-

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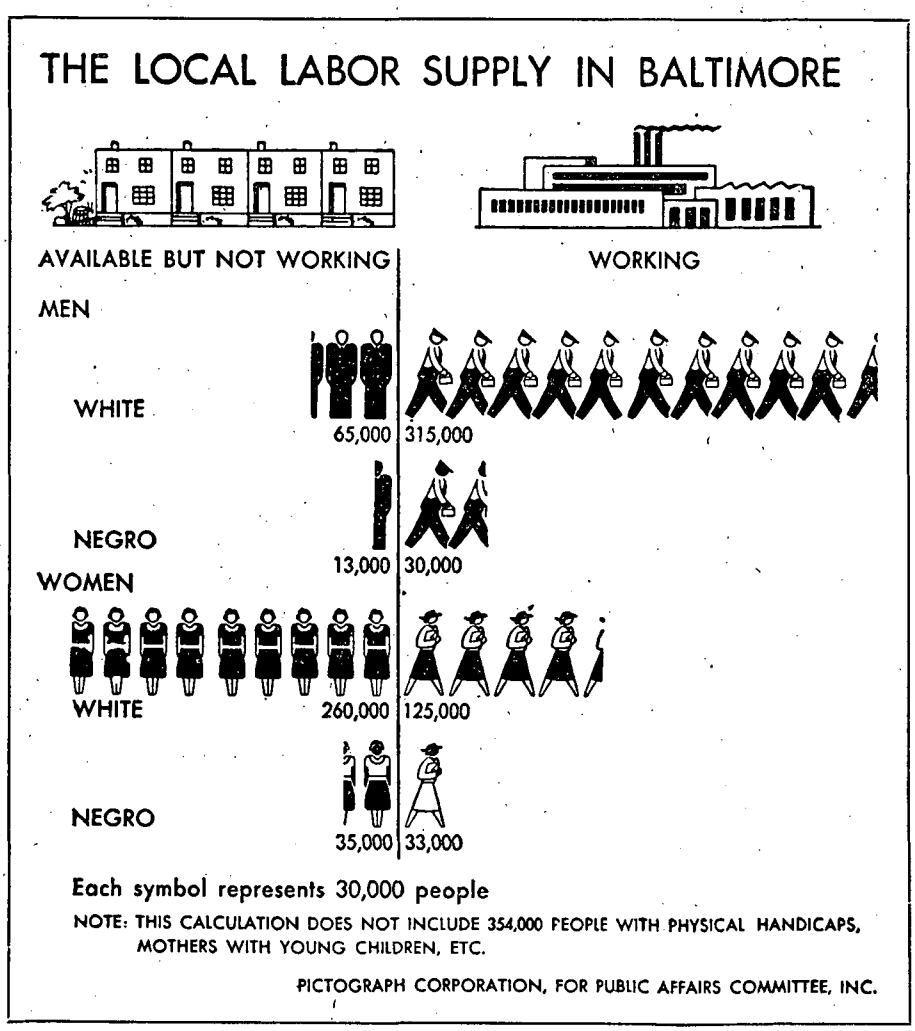
sion, curbing unregulated labor contractors and employment agencies which exploit unskilled labor, particularly farm labor.

Lost Time—Out of one hundred workers in war industry, six are absent each day, according to a report by Anna M. Rosenberg, regional director of the War Manpower Commission in New York. The report was based on a survey of eight large plants, with combined payrolls of more than 40,000. The report revealed that there is more absenteeism among women workers than men, and that the day after pay day is the worst day for absences from the job. The study also disclosed that absenteeism usually is confined to a relatively small group, constituting about 15 percent of a plant's payroll. Illness was given as the chief cause of absence, but there were many other frequent causes including "shopping for another job." Holding that absenteeism represents too great a loss of manpower from largely preventable causes, Mrs. Rosenberg suggested that labor, management, and communities cooperate in cutting lost time to an irreducible minimum. The report suggests arrangements like the Buffalo agreement to eliminate "pirating" and "hoarding" of labor; better hygienic conditions, rest rooms, and canteens in the plants; rearrangement of store hours and laundry pick-up and delivery schedules to meet the needs of women workers. Mrs. Rosenberg adds: "Our investigation has also demonstrated that excessively long working hours have a tendency to increase absenteeism. The temporary gain in production is more than offset by the loss occasioned by fatigue, boredom, and consequent absences."

Discrimination—More funds and more authority for the federal Fair Employment Practice Committee are demanded by the CIO Committee on Racial Discrimination, in a statement drawn last month in the Washington headquarters of the CIO. The labor group holds that "at the present time, the FEPC lacks funds and personnel to do the necessary following-up on each of its orders. Trained, paid investigators are needed to patrol every section of industry where discrimination is suspected or found. More cooperation from other government agencies responsible for war production is needed."

The FEPC hearing on charges of discrimination against Negroes on southern railroads by the carriers and the unions, scheduled for January 25-27, was postponed indefinitely by Paul V. McNutt, head of the War Manpower Commission. *The New York Times* reported that the action was taken "on word from the White House," adding that "committee members were inclined to ascribe this action to the strengthening of the influence of the southern Democrats with the Administration since the last election." The FEPC had worked for several months preparing for the railroad hearings, and had engaged Henry Epstein, former solicitor general of the state of New York to present the case. At this writing members of the FEPC, and of various labor and Negro organizations, are protesting Mr. McNutt's action in calling off the hearings, holding that it blocks the committee's efforts to enforce the national policy prohibiting racial discrimination in the war effort.



The manpower situation is revealed as a problem of training and placement rather than of shortage, in "Where Can We Get War Workers?" by Sanford Griffith, Public Affairs Pamphlet No. 75. This cross section survey of Baltimore shows that while that war industry center needed some 59,000 new workers in the last five months of 1942, there actually were more than 300,000 potential workers in the city who were not being utilized. Of these, about 250,000 were women, and most of the rest Negroes. Price 10 cents from the Public Affairs Committee, 30 Rockefeller Plaza, New York.

Hiring and Recruiting—The United States Employment Service is not to be the exclusive agency for recruiting and hiring manpower for war industry, according to a recent announcement by Paul V. McNutt, chairman of the War Manpower Commission. Pointing out that the Executive Order of December 7 authorized making USES "the exclusive channel for all hiring," Mr. McNutt stated that the WMC intends "to make use of all sound and proved facilities that will put the right workers in the right jobs at the right time." However, if in any community "the requirements of sound manpower policy are violated," it may be necessary to limit recruiting and hiring to the USES. Violations which might lead to such a step were listed by the chairman as "pirating workers, labor hoarding, discrimination in hiring, and similar practices which prevent using local labor supply for maximum effectiveness in war production."

Record and Report—"The Closed Shop," by Julia E. Johnson, marshals the arguments for and against this thorny issue. H. W. Wilson Reference Shelf, 263 pp., price $1.25, postpaid by Survey Associates, Inc. . . . "Medical Services in Industry," is a selected, annotated bibliography, prepared by the Industrial Relations Section, Department of Economics and Social Institutions, Princeton University, Princeton, N. J. Mime-

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ographed. Price 10 cents. . . . The fourth edition of "Industrial Mobilization of Great Britain," revised to November 1942, is available on request from the British Information Services, 30 Rockefeller Plaza, New York. It deals with government planning and controls, expansion of war industries, small firms, contracts and profits, contraction of non-war industries, the handling of labor questions. . . . "War Labor Supply Problems of Philadelphia and its Environs," by Gladys L. Palmer, assisted by Samuel M. Cohn, summarizes "the effects of the defense and war production programs on the economy" of an important industrial area. Price 50 cents, from the Industrial Research Department, University of Pennsylvania, 3440 Walnut Street, Philadelphia.

War and Welfare

DECREASES in old age assistance, because recipients are exchanging their monthly grants for jobs, have been reported from many states to the American Public Welfare Association. The mounting manpower shortage, these reports indicate, is giving many old people a chance to earn wages well above their old age assistance allocation, or to supplement this support. To encourage recipients to accept work, some sixteen states have devised plans under which those who return to wage earning can be restored to the rolls promptly if the job does not work out. Many of the jobs available to "pensioners" are part time. In Michigan, where provision is made to restore old age assistance within a week if the employment fails, more than 500 recipients took jobs in September and October, 396 leaving the public aid rolls completely, and 109 continuing to receive some aid. In Vermont, approximately 300 persons receiving old age assistance found work during the past eighteen months and gave up their public assistance. From Colorado, year-end reports show the number of those on old age pension rolls decreased by 683 in 1942, the first year the number has been reduced since the welfare department was organized in 1935.

Jobs for the Handicapped—A vocational guidance clinic, operated by the Minneapolis relief department, has been outstandingly successful in helping meet war manpower demands by placing physically handicapped workers, and also able-bodied persons with special employment problems. Since it opened in the spring of 1941, the clinic has placed about 850 men and women, including more than 100 physically handicapped. Originally the clinic handled only relief clients, but after a few months its services were made available to all handicapped individuals in the Minneapolis area. On an average, the clinic interviews and tests 130 applicants a month. The clinic has found that one-armed men make good punch press operators. Those with other types of handicaps frequently can be used as typewriter service men, switchboard and elevator operators, and as machine operators if arrangements can be made for them to sit instead of stand at their work.

New York Work Relief—A bill to continue local work relief projects for another year, along with the "work or don't eat policy" adopted in the last session, was introduced in the New York legislature in mid-January. The program was put on a year-to-year basis last session. Reports both to the legislature and to the Department of Social Welfare indicate that the undertaking has been "reasonably successful," though it has been limited in scope. Only two local work relief projects were financed in the last twelve months out of home relief funds set up in the state, the most substantial being in New York City where a force of 17,000, drawn from home relief rolls, was put on public work projects, and paid out of home relief funds. Because of war manpower demands, this group has dwindled to about 7,000.

War and the Disadvantaged—How heavily the war bears on "the disadvantaged people" who are the first concern of welfare departments is eloquently stated in the foreword to the annual report of the Department of Public Welfare of Alabama. The report points out: "These handicapped persons—the aged, those with dependent children, the blind, and those otherwise handicapped—are affected in the main adversely by war conditions. . . . With increased prices, their small relief grants are buying less and less of the things they need. These people suffer emotionally, too, at being dependent for their existence upon government, while its resources are needed to win the war. . . . They would like to be able to take advantage of the abundant job opportunities, and a small number have found light work they are able to do. For the most part, however, these families are facing greater hardships because the demand for workers, for houses, and for other necessities has stepped up prices and oftentimes even pushed them from their homes. Thus the usual public welfare job of ministering to distressed people has been enlarged by war conditions."

For Service Men's Families— Successful plans for handling the family problems of men in the service through local resources have been worked out by the Council of Social Agencies in Sheboygan, Pa. In substance, the plans involve the use of established social agencies already in the field to prevent family breakdowns and protect the families of service men. Because the Red Cross serves as the direct link between the man in the service and his dependents, and because it is not considered "relief," that agency was selected to serve as the intake unit to which selectees' families could take their problems. The case is then referred to the appropriate local agency for counsel, service, or assistance. The trained workers of the family agency contribute most of the service. Young mothers and expectant mothers are told about the child hygiene center, which offers a free health educational program. Unmarried mothers are referred to the children's board, and the Red Cross continues to function in such cases, through its camp contacts. Similarly, other departments and agencies, public and private, play their parts. The selective service boards have made public comment on the great value of this coordinated program on behalf of service men's dependents.

The War Department announces that of 1,519,055 applications received through December 31 for family allowances to dependents of army personnel under the Service Men's Dependents Allowance Act, 1,294,852 already have been approved. The agency has temporarily disallowed 133,750, pending submission of additional information; has disapproved 1,607; and is investigating others.

Nursing

"STREAMLINING" of nursing education is urged by Paul V. McNutt, director of the Office of Defense Health and Welfare Services, who points to such a development as parallel to wartime reorganization in other educational fields. Mr. McNutt urges that the 1,300 schools of nursing shorten their training, to help meet the mounting nurse shortage. Some weeks earlier, the National League of Nursing Education, 1790 Broadway, New York, recommended an accelerated program of professional education, and made specific suggestions to this end in a bulletin, "Nursing Education in Wartime."

In Relocation Centers—The need of nursing service, and the present facilities in the ten relocation centers for Japanese evacuees, are described in an illuminating article in the current *American Journal of Nursing*. [See "In the Relocation Centers," by George D. Nickel, *Survey Midmonthly* for January.] In these projects, the problem of establishing adequate nursing staffs presents many difficulties. The evacuee nurses have had varied experiences. A few, who had held supervisory positions in large hospitals, have been given similar positions in the project hospitals. Student nurses, taken

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from schools of nursing by the evacuation order, are also working in the project hospitals. The recruitment committee of the National Nursing Council for War Service and the National Student Relocation Council are seeking to place as many as possible in nursing schools that will accept students of Japanese ancestry. The students have indicated that as soon as they have completed their training they will return to the projects for professional service. Those who would have graduated in only a few weeks or months had they not been evacuated may, by special arrangements with the state board of nurse examiners and the school of nursing concerned, be able to graduate from their own schools by affiliation with the project hospitals. The arrangement must be an individual one in each case. By meeting certain requirements set up by the army and the War Relocation Authority, evacuee nurses may leave the projects for work outside. However, all have elected to remain in the projects, working at the salary of $19 a month, plus maintenance, which has been established for professional service by the War Relocation Authority. Because there are not enough evacuee registered nurses to carry on the nursing service of the project health programs, the War Relocation Authority has asked that nurses who are not eligible for military service and who are not in key positions in their own communities consider entering the government service as nurses on relocation projects. Non-evacuee nurses who have responded to this call are working as assistant chief nurses, supervising nurses, public health nurses, and so on, under the direction of the chief medical officer and chief nurse, who are not of Japanese ancestry.

Staff Appointments—To meet more effectively the nationwide shortage of nurses, the National Nursing Council for War Service announces two new staff appointments. Estelle Massey Riddle, formerly director of the Homer G. Phillips Hospital School of Nursing, St. Louis, will be consultant on Negro nursing in relation to the war effort. Edith H. Smith, formerly director of the Leland Stanford University School of Nursing will be college recruitment representative, visiting eastern colleges to describe opportunities in nursing to undergraduates and vocational counselors.

Equal Pay—Members of the Army and Navy Nurse Corps are to receive the same pay and allowances prescribed by law for commissioned officers of the same rank, according to the provisions of a bill recently signed by President Roosevelt. The provisions include base pay of $1,800 a year for nurses with rank corresponding to that of second lieutenant and of ensign, plus quarters, subsistence, and one issue of uniforms. The uniforms will include everything the well dressed army or navy nurse will need, whether she is sent to Iceland or the South Pacific. The measure also makes provision for nurses in the higher ranks, and liberalizes allowances in all brackets. The pay increase, which is the second salary jump for nurses since the beginning of the war, is from $1,080 to $1,800. When war was declared, the members of the two nursing corps received $840, plus maintenance and uniforms.

Recruiting Campaign—The American Red Cross has launched a three months' campaign to recruit war nurses, nurse's aides, and home nursing students. The goals of the campaign are 36,000 graduate registered nurses for the Army and Navy Nurse Corps; 100,000 nurse's aides to assist professional nurses in civilian and government hospitals; and one million students in Red Cross home nursing classes, to learn methods of protecting health and preventing illness at home.

The Public's Health

BECAUSE of the acute shortage of civilian doctors throughout the country, Attorney General Francis Biddle has directed the Immigration and Naturalization Service to expedite the naturalization of alien physicians. Commissioner Earl G. Harrison has accordingly issued instructions to speed the filing of petitions, and for hearings in advance of their regular order on the calendar in the cases of practicing alien physicians or aliens who would be qualified to practice if they were American citizens. In many states, either by law or by the ruling of the licensing boards, applicants must establish citizenship before they are admitted to the state licensing examinations. Other states issue temporary licenses which are subject to cancellation unless the holder obtains citizenship within a specified time. The new procedure does not modify legal requirements for naturalization but simply speeds the handling of applications.

Sickness and Production— The extent to which sickness hampers the nation's war effort is revealed by a report of the Industrial Hygiene Foundation, showing that with more than 17,000,000 men and women employed in war work, the war industries are losing manpower at the rate of 136,000,000 man-days a year, through illness alone. Sickness, the report shows, is by far the greatest single cause of absenteeism. The weekly man-days lost due to this cause is 2,500,000. The annual loss is the equivalent of 100 plants, each employing 1,000 workers, shut down for four months a year. Collaborating with the U. S. Public Health Service, the foundation is making a study to help reduce sick absenteeism in industries. One encouraging sign in the whole problem, the report states, is that there is less of the "nothing can be done about it" attitude. More and more companies are keeping accounts of absences, and the foundation points out that records revealing the causes of absenteeism help toward solution.

Speaking before the Council on Industrial Health of the American Medical Association, meeting in Chicago last month, Wendell Lund, director of the WPB Labor Production Division, urged labor-management cooperation in industrial health and safety programs. He held that much of the waste of manpower represented by the 44,000 workers injured each week and "the much larger number" incapacitated by illness is preventable.

Anti-Syphilis Laws—With forty-four state legislatures in session this year, the American Social Hygiene Association has prepared a summary of state legislation designed to protect married people and the new-born from syphilis. This summary reveals that twenty-six states now require medical examination by a physician of both bride and groom, including a blood test for syphilis; four states require such examination of the groom only; three states prohibit the marriage of persons with venereal disease; fifteen states grant marriage licenses without regard to such infection. In twenty-six states, prenatal examinations for syphilis are required. The association points out that if the disease is discovered and treated early in pregnancy, the baby has 95 chances out of 100 of being born free from syphilitic infection.

The association, 1790 Broadway, New York, urges that new laws be passed or existing laws revised and strengthened in order to safeguard the health of soldiers, sailors, war industry workers, and their families.

The Common Cold–Discouraging news of the fight against this leading cause of absenteeism from jobs and school was given the Congress on Industrial Health, meeting in Chicago last month, by Dr. Chester S. Keefer, Wade Professor of Medicine at the Boston University School of Medicine. "Methods of preventing colds have been directed along several lines," he stated, "and it can be said at once that none of them is effective." He reported that cold vaccines have been "a great disappointment" in spite of intensive medical research, and that "there is good evidence that vaccines produce little or no protection against diseases of the upper respiratory passages." Further, Dr. Keefer stated that "supplying extra vitamins to the person who shows no sign of deficiency does not protect him against respiratory infec-

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tions, including colds." Experiments in "hardening," such as cold showers and outdoor exercise, show no lower incidence of colds, he said. "We are forced to the unhappy conclusion that at present there are no effective methods available for prevention of the common cold." Dr. Keefer urged, however, that "every effort be made to practice hygienic measures such as washing of the hands before meals and avoidance of persons who have colds."

Medical Care—The Blue Cross plan now makes non-profit hospital care available to nearly 90 percent of the population, according to a statement last month by C. Rufus Rorem, director of the Hospital Service Plan Commission of the American Hospital Association. For 1943, the hospital association has approved 77 Blue Cross plans, or groups, in thirty-five states and three Canadian provinces. Indiana is the only industrial state not now represented in the plan. The majority of the Blue Cross plans were established less than five years ago. In 1942, benefits paid amounted to nearly $50,000,000, and membership was increasing at the rate of 2,250,000 a year.

A new medical care plan covering all fields of medicine and surgery and involving more than 2,500 New York City physicians was announced on January 11 by Group Health Cooperatives, Inc., a nonprofit medical service corporation with headquarters at 1790 Broadway, New York. At a basic monthly cost of 80 cents for a single person, $1.50 for a couple, or $2 for a family, the plan provides the services of physicians and surgeons for operations and maternity care either in or outside hospitals, and consultation and nonsurgical treatment when subscribers are bed patients in hospitals. The plan is available to subscriber groups in the ten southern counties of New York State. It has been endorsed by the medical societies of New York, Kings and Queens Counties, after more than a year's study by their joint economic council. Winslow Carleton, executive director of the organization, states that "the first directory listing all doctors who enrolled by December 15 gives our first subscribers fifty pages of names (of physicians) by counties and type of practice to choose from."

Youth Defects—The findings of nearly 150,000 complete physical examinations of youth between the ages of sixteen and twenty-four are analyzed in "The Health Status of NYA Youth: A Nationwide Survey of Youth on the Out-of-School Work Programs of the National Youth Administration." (Price 25 cents from the superintendent of documents, Washington, D. C.) The study included both rural and urban youth from forty-seven states. About one third of the youth examined had some health defect "that placed a restriction on the sort of work they could do." The proportion of young people with such health defects was about the same for boys and girls, and much the same for white and Negro youth. While only one third of the young people were limited in their employability, about nine tenths had one or more health defects. This is shown by the number for whom the examining physicians and dentists recommended some type of medical or dental care. Such recommendations were made for 84 percent of all the youth examined, and where dentists took part in the examination, the proportion rose to 93 percent. The most frequent recommendation was for dental care, needed by 84 young people out of every 100. Refractions and tonsillectomies were each needed by about 19 young people out of every hundred. Recommendations for additional diagnostic procedures, special diets, and study by specialists, ranked next in relative frequency. Organic heart lesions were found in 2.5 percent of the youth examined.

In Print—The January *Annals* of the American Academy of Political and Social Science is devoted to studies and discussion of "Nutrition and Food Supply" in the war and the postwar period. It includes sections on science and nutrition, food supplies and public policy, consumption and distribution, production and processing.

Concerning Children

A SIX-POINT program to reduce juvenile delinquency and meet the problem of "rowdyism" will be introduced in New York City public schools with the opening of the spring term, this month. For some weeks, "the breakdown of discipline" in this school system has been featured news (see page 41). In announcing the plans, John E. Wade, superintendent of schools, stated that the board of superintendents had been aware of school disciplinary problems aggravated by the war, and that the matter had been under intensive study since September. The six measures decided upon are: reduction in the size of classes; assignment of additional teachers to difficult schools and underprivileged areas; allocation of additional recreational facilities to underprivileged areas; additional guidance service in all schools with emphasis on attention to the needs of the individual child; concentration of the activities of the new Division of Child Welfare in underprivileged areas; closer cooperation among the various community agencies dealing with the problems of maladjustment and delinquency.

Day Care—Plans for services for children of working mothers in Florida, South Carolina, and Mississippi have been approved by Paul V. McNutt, director of Defense Health and Welfare Services, acting on the recommendation of the U. S. Children's Bureau, and grants made which total $24,570. In Florida, the federal funds will be used to pay the salaries of one day-care consultant who is to be on the staff of the Child Welfare Division, and of five day-care workers assigned to specific critical areas. In 51 of Florida's 67 counties, there has been an influx of military personnel, skilled and semi-skilled workers, and their families. Women are employed in 7,529 industries in the state, most of which are classified as essential. South Carolina's plan provides for a state supervisor of day-care and child welfare workers in eight critical areas. In South Carolina, there is an increasing demand for women workers, and women are replacing men in the navy yard and in textile plants as well as in essential civilian industries. Mississippi will use its grant to add three area day-care workers to the state staff, to work under the direction of the state supervisor of the division of child welfare. According to the division of industrial hygiene in the Mississippi Board of Health, there are seventeen localities in the state in which more than 400 women are employed in manufacturing industries.

Juvenile Courts—An appraisal of the first Juvenile Court law in this country, enacted in Illinois in 1899, is attempted in a study made by the Illinois legislative council. Findings of the study will be submitted to the state legislature, where proposals have been made in the past for changes in the Juvenile Court law to give exclusive custody of all juvenile cases to some type of specially constructed court and its social agencies for purposes of training and rehabilitation. According to the American Public Welfare Association, the study brings out the fact that while cities in forty-six states may legally establish Juvenile Courts, there is no uniform pattern as to difference between delinquency and crime, and the extent of jurisdiction of special courts for youthful offenders. Twenty states fix the eighteenth birthday as the dividing line between juvenile delinquency and crime, and in four other states eighteen is the age limit for girls. In five states, twenty-one is the juvenile age limit; in ten states, seventeen; and in eleven states, sixteen. In seventeen states, some crimes are exempt from jurisdiction of Juvenile Courts—for example, all capital offenses in six states; murder and certain

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other crimes in four states; felonies in two states. The National Probation Association, the study points out, now is completing a revised draft of its standard Juvenile Court act, which would give this court original jurisdiction over all persons under eighteen, and specify it as the only court to try offenders under sixteen. Children sixteen and seventeen would be handled by the Juvenile Court as delinquents and transferred to the proper court for criminal proceedings.

Seal Sale—The tenth annual sale of Easter seals for crippled children, sponsored by the National Society for Crippled Children and its affiliated organizations, will be conducted this year from March 26 to April 25. The appealing child with a crutch, waving a gay greeting from the backs of millions of envelopes, will help provide hospitalization and corrective treatment, medical care, early diagnosis, education, vocational guidance and training for handicapped youth.

In Print—The Children's Bureau publishes "Standards of Child Health, Education, and Social Welfare," based on recommendations of the White House Conference on Children in a Democracy, and the conclusions of discussion groups. Price 10 cents from the superintendent of documents, Washington, D. C.

Professional

ALL who expect to attend the regional conferences of the National Conference of Social Work in 1943 are urged to make hotel reservations as soon as possible, stipulating the type of room wanted. Applications for reservations should be made as follows: for New York, to C. N. Nichols, 233 Broadway, New York City; for Cleveland, to Edward C. Brennan, 1604 Terminal Building, Cleveland, Ohio; for St. Louis, to John M. Reinhardt, 910 Syndicate Trust Building, St. Louis, Mo.

Institute Courses—The second session of the John Lovejoy Elliott Institute of Human Relations will begin the first week in February and continue through March. Four evening courses will be offered: What Can the City Do? Practical Issues Before the People of New York City, with Alexander Black as moderator, What's Ahead for Americans? Emerging Issues Determining the Future, led by C. Hartley Grattan; Geopolitics—Theirs or Ours: Air Age Geography and World Politics, by Hans W. Weigert; What Can a Man Believe? Religious Thought in America Today, a symposium by a group of philosophers and religious leaders. The institute is held at the Ethical Culture Meeting House, Central Park West and 64th Street, New York. It has been organized as a memorial to the late John Lovejoy Elliott, for many years head resident at the Hudson Guild Settlement.

Accelerated Courses—The University of Buffalo announces two accelerated courses in social service to meet special wartime needs. The courses, designed particularly for women, will give the approximate equivalent of an academic year of class and field work in about six months. The first, which began January 25, is for married women whose husbands are in the armed services or in war work and who want to qualify themselves for important work in civilian or war-connected social agencies. The second, requiring a college degree for entrance, will run from early summer into January, 1944.

Red Cross Scholarships—The American Red Cross has announced a program of scholarship aid to persons interested in training for medical social or psychiatric social work. Scholarships will be granted to selected persons who are interested in training for these fields, and who are eligible for admission to the second year course in schools of social work which offer approved curricula in the field. Candidates may choose their school from the approved list. Scholarship aid will cover one full academic year, including full tuition in the school of the student's choice, plus $65 a month maintenance. Upon completion of training, the student will be expected to accept two years' employment with the American National Red Cross. Service will be within the continental limits of the United States unless a student volunteers for insular or for foreign service. Applications (ARC Form 2249) may be secured from the assistant director of military and welfare service, hospital service, of the area in which the candidate resides, and are to be submitted to the same office.

"Outstanding Contribution" — The committee appointed by Arlien Johnson, president of the California Conference of Social Work, to formulate the initial plan for the Koshland Award in that state, has decided on an experimental procedure for the first year. The award of $100 is to be made from a fund entrusted to the conference to be used in some way "which will serve as an incentive to the progress and development of social work in California." The committee decided that the award might go to an outstanding example of good social work practice; original or unique social work practice; a conference paper, a piece of research, or a social work thesis. The contribution must have been made within the state of California, and must be current or fairly recent. Any California registered social worker is eligible for the award. Members of the conference are to send their nominations to their regional vice-presidents, each of whom will appoint a regional committee to sift nominations, and make a first and second choice to submit to the award committee. The reports of these regional committees must be in the hands of the award committee by March 1.

Essential Services—The Family Welfare Association of America which, in cooperation with other national agencies, has been pressing for recognition of family and other welfare services as essential to the war effort is able to report progress. As of January 2, 1943, the Office of Price Administration has informed FWAA that "C" gas ration cards have been granted case work agencies to meet certain service needs of clients. FWAA and other agencies are carrying on negotiations through the Office of Defense Health and Welfare Services and directly with OPA on gas rationing, and with the War Manpower Commission on directives which may be issued to selective service boards and employment offices, giving certain welfare services the protection of a special status. A ruling by the War Manpower Commission is expected shortly.

People and Things

THE appointment of several key members of his general staff was announced on January 17 by Herbert Lehman, former governor of New York State and now head of the Office of Foreign Relief and Rehabilitation Operations. Mr. Lehman's director of field operations will be Lieut. Gen. William N. Haskell, right hand man of Herbert Hoover in his relief work after the first World War, and director of civilian protection in New York State, under the governor. General Haskell served as chief of the Anglo-American Food Mission to Rumania in 1919, and in 1920 as Allied High Commissioner to Armenia, representing Great Britain, France, Italy, and the United States in coordinating relief work in Armenia and the Trans-Caucasus.

Other appointments announced by Mr. Lehman were: Hugh R. Jackson, formerly chief of operations of the civilian mobilization branch of OCD as special assistant to the director; Dewey Anderson, former California state relief administrator, to handle problems of supply and transportation; Kenneth Dayton, director of the budget in New York City for the past five years, in charge of financial and budgetary matters; Luther Gulick, on leave from the Institute of Public Administration and from Columbia University, to develop and determine relief programs and requirements; Thomas F. Reynolds, Washington cor-

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EVELYN W. HERSEY

On February 15, Evelyn W. Hersey, acting service director of the American Committee for Christian Refugees, goes to the Department of Justice as assistant to Earl G. Harrison, head of the Immigration and Naturalization Service. Miss Hersey's new responsibilities will have to do with the detention stations maintained by the Service, particularly those in which women and family groups of enemy nationalities are held. Besides helping develop constructive programs in the stations, Miss Hersey will serve as liaison between the Service and other agencies, governmental, social and religious, concerned with the welfare of those detained. A graduate of the Philadelphia School of Social Work, Miss Hersey's long experience with the problems of the foreign born includes twelve years as executive of the International Institute in Philadelphia.

respondent for *The Chicago Sun,* in charge of public information; Myres S. McDougal, general counsel for Lend-Lease, as general counsel in Mr. Lehman's office; Charles F. Darlington, State Department consultant, as executive officer; Roy Veatch, State Department, as assistant in dealing with problems of international relations; and two staff assistants: George Xanthaky, formerly assistant counsel to Mr. Lehman when he was governor; Caroline Flexner, who was assistant to the governor in philanthropic and social welfare activities. Fred K. Hoehler, director of the American Public Welfare Association, has been given a three months leave from his job, to carry out a confidential mission for Mr. Lehman. It is understood that he will make a study of current needs for civilian supplies and services in some of the countries across the Atlantic.

Acting Commissioner— Leo Arnstein, well known for his effective service in many social work areas in New York City, is acting commissioner of welfare. He had served as deputy commissioner since May 1941, and was named acting commissioner when William Hodson left on two months leave to undertake a special mission for the Office of Foreign Relief and Rehabilitation Operations in mid-January. Mr. Arnstein, a retired businessman, was a member of the board of the Emergency Relief Bureau. He is president of Mt. Sinai Hospital, and a member of the board of the Henry Street Settlement.

Honored Citizen—For a second time Virginia has honored an adopted son who came to Richmond direct from his birth town, Wilna, Russia, at the age of thirteen. This is Jacob Billikopf, whose work in social and economic fields has left its impress in turn on three major American cities—Kansas City, New York, and Philadelphia. In 1928, the University of Richmond conferred on him the honorary degree of LL.D. And this year he was one of the selections of the *Richmond Times-Despatch* for its annual Virginia Honor Roll. This is a salute in print to "a limited number of persons who have reflected credit upon the state through the display of patriotism, courage, ability, intelligence, generosity, or unselfishness."

Changes—John Ihlder, executive officer of the Alley Dwelling Authority in the nation's capital, is the new president of the Council of Social Agencies of the District of Columbia and vicinity. A graduate of Cornell, Mr. Ihlder has been active in various phases of housing work, beginning as field secretary of the National Housing Association in 1910. He is vice-president of the National Association of Housing Officials. . . . In addition to its new executive director, Ralph H. Blanchard, *Community*, bulletin of Community Chests and Councils, Inc., this month features the accession of another new national staff member, Virgil Martin, until recently manager of the Indianapolis, Ind., Community Fund. He will give special attention to campaign problems. Mr. Martin's successor in Indianapolis is Kenneth W. Miller, for the past five years executive of the Community Fund and Council in Springfield, Ill. To add another link to this chain, Mr. Miller's successor in Springfield is Edward J. Fisher, until recently executive of the Community Fund in Warren, Ohio. We haven't heard the news from Warren. . . . The Jewish Child Guidance Bureau of Newark, N. J., announces that Dr. David M. Levy, nationally known psychiatrist, is now serving that agency as consultant psychiatrist, under a special grant from the Melvin Hollander Foundation. . . . Carrie Younker, formerly headworker of Neighborhood Center, Philadelphia, has gone to Seneca, Ill., as director of community relations in the Seneca War Homes project of the Federal Public Housing Authority.

Adeline A. Buffington, formerly with the Welfare Council of New York City, is now in charge of case work services in the Greater New York Welfare Bureau of the Salvation Army. . . . After serving for thirty years as director of the Social Service Clearing House in Cleveland, Bessie Hall has resigned, due to ill health. Her responsibilities have fallen to W. T. McCullough, head of the research department of the Cleveland Welfare Federation. . . . Prof. Barbara Nachtrieb Armstrong of the School of Jurisprudence, University of California, who usually gives a course in law and social welfare for social work students, has been loaned by the university to act as chief rent attorney for the San Francisco Bay Defense Rental Area in the Office of Price Administration.

Birthday Greeting—The *American City* is celebrating its third of a century birthday. Under the editorship of Harold S. Buttenheim, who has been at the helm since its initial appearance, this magazine still upholds the best traditions of the pioneer. Keeping its readers abreast of developments in the field of municipal administration, it also offers an authoritative and dynamic leadership, which over the years has helped to shape progress in that area of government. Born in the year when the first conference on urban planning was held in this country, the *American City* now looks ahead, stating that its main aim in the immediate future will be to aid local governments and citizens' groups efficiently in the winning of the war and in planning wisely for a postwar era of municipal and civic advance. Its past record assures its future performance. *Survey Midmonthly* congratulates its fellow magazine, and offers best wishes for at least another two thirds of a century.

CANON GEORGE H. B. WRIGHT, IN SAN Francisco. Long a leader in social welfare work in San Francisco, Dr. Wright had served for ten years as canon precentor of Grace Cathedral. He was one of the first Boy Scout masters in the city, one of the early workers in the Travelers' Aid Society, and secretary of St. Dorothy's Rest Convalescent Home in Sonoma County.

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Book Reviews

Skills in Human Dealing

SOCIAL SKILLS IN CASE WORK, by Josephine Strode and Pauline R. Strode. Harpers. 194 pp. Price $2.50, postpaid from Survey Associates, Inc.

THE survivors, if any, of the mystic or you-wouldn't-understand school of case work thought get in this book what is known in less exalted circles as the K. O. (meaning knockout) from the downright and plain spoken Strode sisters. Such concepts as social insight, empathy and sociality, which in certain rarefied circles have taken on almost transcendental meaning, are here brought firmly to earth and are examined in words of one syllable for what they are, what they mean in social work practice, and how the run-of-the-mill social worker can acquire the skills that they represent for use in her day-to-day-job.

Josephine Strode's first book, "Introduction to Social Case Work," was designed to orient the worker who, for good or ill, went directly from college into social work without benefit of special education. While not as wide as the land or as deep as the sea, its usefulness is attested by the number of dog-eared copies this reviewer has seen on the sparsely furnished bookshelves of county welfare offices all over the country. Joining her in this second book is her sister, Pauline R. Strode, counselor at one of New York City's big high schools. The material for the book was developed as the basis of a course at Cornell University where Josephine Strode is instructor in social case work. But with its simply stated exposition, its questions, its suggested projects and selected bibliography, it is quite as well adapted to informal individual or group study as to classroom instruction.

The skills that the Strodes hold to be essential in human dealing are loosely classified as social insight, empathy, sociality, communication, cooperation, participation, organization, and social counseling. The broad implication of all eight are brought together in a final chapter, "Guidance for Creative Achievement." Each skill is discussed for what it is, the values that it holds, and the means of achieving and methods of practicing it. The chapters on cooperation, participation and organization are particularly lively and "grass-rootsy," full of challenges to complacency and of homely illustrations of approaches and procedures that get results.

The Strodes hold that social skills are not necessarily God-given gifts but are something that can be acquired by study, analysis, and practice. Perhaps they make the acquisition seem a little simpler than it is, but nothing is lost by trying and certainly their book affords the framework for a try that cannot fail to be rewarding in one degree or another to both worker and job. It should be a boon to those social workers in out of the way places, who singly or in groups, are struggling against odds for the professional development that will give reach to their jobs and length, breadth, and thickness to their performance.

Osterville, Mass. GERTRUDE SPRINGER

The Embattled Consumer

THE CONSUMER GOES TO WAR—A GUIDE TO VICTORY ON THE HOME FRONT, by Caroline F. Ware. Funk & Wagnalls. 300 pp. Price $2, postpaid by Survey Associates, Inc.

"OUR cities, towns, and villages are the places where we do or do not make democracy work," Caroline Ware reemphasizes in her latest book. "It is here where we live and work that the principles of democracy—individual dignity, opportunity, and respect—must be expressed." This is something we often overlook when we contemplate the problems now engrossing the attention of Mrs. Consumer as she goes off to market.

The job of spending the family income rates newspaper headlines only when there is a war on, and then usually it is a scolding for doing what we ought not to have done—hoarding, or misusing our coupon books, and so on. Until the crisis develops, very little provision is made in schools or colleges or any other educational institutions to prepare the future housewife for carrying out this job efficiently. She is expected to follow the ads. No one mentions that her job has great social significance for the proper functioning of the economy as a whole. Then suddenly we are at war. The apron and the market basket become, we are told, a uniform. We must at once reverse our customary practice of spending more than our income, to the point where we can accumulate large savings for the Treasury—and this despite the appealing offers of private credit that still surround us. We must learn now, overnight, to budget our points before we have learned to budget our pennies. We must now want ardently to share and share alike with our neighbors, when all the influences surrounding us in the past have filled us with a desire to outsmart them. Miss Ware is confident Mrs. Consumer will do her wartime job willingly and well once she understands what is involved in it. She asserts that consumer advice would be of inestimable value to the government, if any one had the sense to ask for it, or if consumers were better organized to give it, but unfortunately the powers-that-be seem less rather than more willing as the war proceeds to recognize a consumer point of view. Miss Ware is well informed on this point as she was administrative assistant to Harriet Elliot during the brief time the latter had a place on the National Defense Advisory Committee (forerunner of the WPB) as consumer representative, only to be submerged by more powerful forces.

Everyone should read this book who is concerned with the tremendous task of mobilizing consumers for their front line job in the war effort, explaining to them the significance of public programs affecting their interest, helping them make necessary adjustments in buying habits so as to maintain health and efficiency at the maximum. The book is full of behind-the-scenes facts on price control, rationing, and the whole inflationary program, as well as practical advice on how individual consumers and consumer groups can do their share in their own homes and neighborhoods to carry out the consumer pledge. Miss Ware concludes with a challenge for the future—that a permanent peace must be based on a consumer's not a producer's economy, and proposals for bringing this about.

PERSIA CAMPBELL

Queens College, Flushing, N. Y.

For Parents

PERSONAL PROBLEMS OF EVERYDAY LIFE, by Lee Edward Travis and Dorothy Walter Baruch. Appleton-Century. 392 pp. Price $2.75, postpaid by Survey Associates, Inc.

THIS book misses the mark at which it apparently is aimed, but hits squarely a target just as important. The title indicates that the purpose is to counsel the reader as to the causes and cures of his everyday personal problems. Although the entire volume is focused on emotional maladjustment and pleads recurrently for greater freedom of emotional expression in the part devoted to direct counseling and advice, the authors seem unable to get out of the rut of didactic intellectualization. This fault, however, is largely compensated for by the final chapter, entitled "Who's the Doctor?" which clearly and convincingly gives the reasons why a therapist is necessary to "cure" a disability in the personality, and presents a broad and sound survey of the various types of professional help available. But the statement that the clinical psychologist undertakes to help normal people, whereas the psychiatrist's field is the abnormal, displays a naive assumption that there is a determinable line of demarcation between the normal and the abnormal.

To the reviewer's thinking, the first part of the book is the more valuable. This purports to help the reader understand himself by a discussion of the emotional and social pressures to which developing individuals in our culture are

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subjected. The frame of reference is mildly Freudian. Just how valuable this entire discussion would be in helping the individual to understand himself is debatable, but it should be effective in giving parents a sympathetic understanding of the difficulties their children face in growing up. Perhaps the very fact that it does so by indirection is what makes it so effective, for the reader is coaxed into feeling very sorry for himself (for all that happened to him in his childhood), and the mellow mood which results makes it easy for him to transfer that sympathy to children of the present generation. But the effectiveness of this indirect approach is thrown into relief by a chapter entitled, "When Children Come," containing considerable direct advice to parents on dealing with their children's emotional problems, much of which is so specific and so clearly directed to an intellectual rather than an emotional understanding of the child that it is all too apt to create confusion in the parents.

This reviewer intends to put this book in the hands of some of the parents with whom he is working in the belief that it will be very helpful in awakening a sympathetic imagination about the child. But he would do this with much greater confidence if the chapters of direct counsel had been omitted.

TEMPLE BURLING, M.D.
Providence Child Guidance Clinic

Nutrition, Medicine, and People

SUPERIOR CHILDREN THROUGH MODERN NUTRITION: HOW TO PERFECT THE GROWTH AND DEVELOPMENT OF YOUR CHILDREN FROM BIRTH TO MATURITY, by I. Newton Kugelmass, M.D. Dutton. 332 p. Price $3.50.

MODERN MEDICINE: ITS PROGRESS AND OPPORTUNITIES, by Netta Wilson and S. A. Weisman, M.D. Geo. W. Stewart. 218 pp. Price $2.

THE BOND BETWEEN US: THE THIRD COMPONENT, by Frederick Loomis, M.D. Knopf. 267 pp. Price $2.50.

Postpaid by Survey Associates, Inc.

THE title of the first book is slightly misleading in its use of the word "superior." In the book the author attempts to popularize the current principles of nutrition. He lays special stress upon vitamins and minerals, but does not neglect the values of the other chemical components of food. He is careful to emphasize his preference for utilizing natural foods rather than depending upon much publicized synthetic products. Attacking some of the foolish theories concerning foods, he rejects all food fads. While he presents some reasonable rules for feeding infants and children, he tends to be repetitious. His viewpoint can be summarized as: feed the child in terms of the child rather than in terms of nutritive theory alone.

The second book is written for young persons of the high school level. In it the authors set forth the facts, principles, and goals that have entered into the development of modern medicine.

In the third book, Dr. Loomis, an obstetrician, offers a popularized study of the third component in human relationships and indicates the "transference" that occurs as a patient learns to depend upon a physician. Based upon the practice of the consultation room, he factually illustrates Miss Follett's theory of interaction and circular response. He shows the extent and value of all human relations that enter into the faith, confidence and hopes of people living and working together. He offers a very readable selection of experiences that are the outgrowth of a human attitude towards patients and reflect the potentials of that mutual understanding between people, which is so enriching to life.

New York IRA S. WILE, M.D.

Preparing for Life

WOMEN AFTER COLLEGE, by Robert G. Foster and Pauline Park Wilson. Columbia University Press. 305 pp. Price $2.75, postpaid by Survey Associates, Inc.

IN 1932 the authors, instructors at the Merrill-Palmer School in Detroit, established an advisory service for college women. The clinical material they obtained from a survey of the experiences of a group of one hundred women selected from 44 colleges, most of them located in the Middlewest, is presented in this readable little volume. The study had two main objectives: first, to explore the problems facing women college graduates and to determine, if possible, what contributions the college experience had made to their solution; and second, to experiment with the development of an adult guidance service for families of a middle socio-economic status. The survey showed that the majority of the group under study had little skill or ability to handle the usual household demands of post-college life.

The types of problem revealed raise the question as to the extent to which academic college training prepares women to meet the situations which confront them as adults. The arts and science courses which are supposed to contribute to personality development and to improve human relationships did not perform their function in the lives of these women. The authors cannot see why a study of Plato should have a higher intellectual status than a study of babies, and suggest that an adequate educational program should integrate the more formal type of curricula with the efforts of such educational agencies as public health services, recreational organizations, and parent and adult education groups. They introduce many provocative questions which serve as a challenge to all those who believe in realistic education and suggest innumerable opportunities for research in the problems of marriage and the family. The study is offered not as an answer to that old question of what should be included in the woman's college curriculum but as a stimulus to discussion and further analysis of the actual and practical educational needs of the women of today. Although the report is addressed particularly to educators, it should be read by all who are interested in preparing women to meet effectively the ever-broadening responsibilities which they must carry if the best and highest type of community living is to be promoted.

EMILY THORP BURR
Vocational Adjustment Bureau
New York City

The Oldest Institution

THE FAMILY, by Ruth Shonle Cavan. Crowell. 593 pp. Price $3.50, postpaid by Survey Associates, Inc.

THE author states in the preface: "This book was planned primarily as a text for undergraduate students. The viewpoint is sociological, with emphasis both upon social control and regulation of the family and upon the molding of personality within the family." In my opinion the volume fulfills very adequately the expectations implied in this statement. It is well designed and organized for textbook purposes. The family is examined sociologically rather than psychologically, or from the personal viewpoint. On this account it should not be thought of as a text to assist students in preparing for their own marriages and family experiences.

The chief value of this, as compared with other similar volumes, is in its selection and organization of materials. There are a few original contributions, especially case studies taken from heretofore unpublished material from the White House Conference Study on the Adolescent in the Family, and tables based on the 1930 census. But there is a skilful use of other primary and secondary sources and a masterful organization of the whole.

Part I, "The Nature of the Family," opens, most logically it seems to me, with a chapter on the twentieth century American family. The other two chapters in this part do not attempt a chronological development of the family but an interpretation based on historical data.

Part II, "The Course of Family Life," is the least inclusive and the least adequate of the book, but is notable for including a chapter on a subject slighted by other family texts, "The Later Years of Married Life."

Part III, under the title of "Crises in Family Life," deals with what is usually termed family disorganization. The two chapters on the depression and war are dated, of course, but offer excellent illustrations of family life in times of crisis.

The first four chapters of Part IV on "Regional and Class Aspects of the Family," "The Immigrant Family," "The Negro Family," and "The Family

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in Rural and Urban Social Organization," call to our attention that we have in America not just one family type but many. This fact has too often been overlooked in the past.

In addition to students, social workers and others objectively concerned with family life should find this book to be a valuable resource. DONALD S. KLAISS
University of North Carolina

Children in Wartime

YOU, YOUR CHILDREN, AND WAR, by Dorothy W. Baruch. Appleton-Century. 234 pp. Price $2, postpaid by Survey Associates, Inc.

A VERY timely book dealing with children of all ages, including boys and girls who are thinking of getting married while their parents refuse to recognize that they are already young men and women. From the first chapter on the prevalent perplexity, "What Can I Do?" to the last encouraging and affirmative one, "What I Can Do!" Dr. Baruch carries the reader quickly through considerations of the normal anxieties and misgivings of parents bewildered by the war and its accompaniments. Shall we speak of fear? Intolerance; democracy; taking part — all that is buzzing about us and confusing us in terms of the child, his requirements, his limitations.

An especially interesting feature is the frequent use of children's expressions in a variety of informal or play situations, showing out of their own mouths their childish aggressions and hostilities. These will startle many parents and teachers who do not recognize, or who refuse to acknowledge, that such "primitive" feelings are normal elements in human personality. Since these interpretations are so unfamiliar, one could wish that the needs and methods for directing and sublimating such impulses had been made more explicit, although the whole book is imbued with a practical sense of their implications.

Dr. Baruch has made a valuable contribution to the wider understanding of principles and attitudes that are still too closely confined to specialists and to individuals of exceptional insight. The chapter on boy-girl problems should be especially helpful to those who are concerned with adolescents.

SIDONIE MATSNER GRUENBERG
New York

OUR CHILDREN FACE WAR, by Anna W. M. Wolf. Houghton Mifflin. 214 pp. Price $2, postpaid by Survey Associates, Inc.

AFTER Pearl Harbor, thousands of American families that had been functioning quite successfully in a peaceful country were faced suddenly with the startling new question: "What about our children now that we're at war?" Mrs. Anna Wolf in her book, "Our Children Face War," has discussed the many facets of this large problem.

She points out that when children are called on to meet this experience, they do not shake off their old problems, inherent in being children, in order to handle the new. They carry the old problems with them and only by understanding these can one reasonably predict beforehand or interpret afterward their reactions to the atmosphere, attitudes, and activities of a wartime world.

Drawing on both her own unusual background of wide experience with parents and children, and the findings of workers with children in wartime England, Mrs. Wolf concludes in part: that children do best who remain close to their families in times of anxiety or who, if evacuated, are placed with their own friends and some known adult; that they tend to react to danger as their parents do, whether that be with courage or hysteria; that they need to share freely, rather than be "protected from," family grief if it strikes; that participating in all the active ways possible at home to help win the war is a good safety valve; that older children need opportunity for frank discussion of the phenomenon of a civilization that formerly condemned killing now condoning it on a mass scale.

This timely and encouraging book discusses, too, such problems as women in war work, education for peacetime living, and the building of attitudes in children that will further real democracy.

Excellent reading lists for a war and a post-war democracy appear at the end of the book.
New York LOUISE P. WOODCOCK

Health and Exercise

HOW TO FEEL BETTER AND LOOK IT, by Frank T. Kimball and Abbott W. Allen, M.D. Duell, Sloan & Pearce, Inc. 280 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS book is a treatise on health and exercise, written by a physician in active medical practice; and a scientific research consultant and expert in exercise. Much solid advice is given, interlarded with striking statements of opinion, some of which may be open to question. The general doctrine, however, rings true and is free from misleading or dangerous fads—for which the medical profession and the public should be thankful.

The second part of the book is devoted to physical exercise, presenting thirty-nine groups of exercises, each with a page of photographs and a page of text. The doctrine stems from writers on exercise of a half century ago—Checkley and Cromie, whose books, long out of print, this book recommends. The authors refer to Hackenschmidt and others of the wrestler type, but make a gesture toward Mensendieck and Jesse Williams. The photographs, unfortunately, are poor and of moderate descriptive value.

The greatest value of the book lies in its interesting development of the type of exercise which can be taken in a gymnasium or at home, but unfortunately, the impression is given that this is all that is needed for one to feel better, to look better, and to become a "technically perfect athlete." Those who believe in the values of walking, hiking, dancing, out-of-door sports, baseball, and other activities as forms of beneficial exercises, would be very critical of this point of view and perhaps equally insistent on the high merits of their own fitness methods. Still, it is customary for enthusiastic specialists in various forms of exercise (as well as in art, literature, medicine, and everything else) to exalt their own methods. This book is a valuable contribution to its subject. It will be useful to anyone who wishes to "feel better and look better" and is willing to take the trouble to achieve these ends.
New York C. WARD CRAMPTON, M.D.

READERS WRITE

The Small Giver

TO THE EDITOR: In the January issue of your magazine, there appeared a letter from Mrs. Burhoe, entitled "The Chests' Dilemma." I should like to clarify somewhat the problem which she presents.

There is no perfect way of raising money. The Community Chest movement has been developed to meet a great need, but far from having its foundations in a "privileged constituency," it is the only way in which giving can be upon a really democratic basis. By the method of systematic giving, by payroll deductions, by active cooperation with the unions, by having time to solicit in the mills and factories and shops, it has become possible for the small giver to make contributions upon a scale entirely impossible for him under the sporadic separate campaigns. Under the Chest plan he does not give just once, but continuously, week by week and month by month. He is not overlooked as he was in small and spasmodic campaigns; he is not confused by appeals of many different agencies; he is not made more narrow and parochial through giving only to that specific thing in which he has a direct and immediate interest. To this small giver is opened the way and the incentive to broaden his range of interest and the scope of his sympathy and to make his contribution, if he be foreign born, not alone to the relief of the country of his origin but to other nations who also suffer and whose redemption is equally important to him *as an American.*

With the Red Cross campaign excluded from the War Chest campaigns and with that for the sale of war bonds

(Continued on page 64)

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Schools offering a curriculum of one year are indicated by *. Schools not so marked offer two years or more. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Leona Massoth, University of Pittsburgh.

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247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, SCHOOL OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Dean*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
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UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
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Harry M. Cassidy, *Director*

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

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Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Helen Wright, *Dean*

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Earl E. Klein, *Director*

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Graduate Division of Social Administration
John J. Cronin, *Director*

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28 North Franklin Street, Chicago, Ill.
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UNIVERSITY OF MICHIGAN, Curriculum in Social Work, 60 Farnsworth Ave., Detroit, Michigan
Robert W. Kelso, *Director*

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N.W., Washington, D. C.
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Young man, 30, draft deferred, desires Executive Opportunity. Business training and experience plus accredited social work master's degree. Four years' experience as case worker and supervisor in large state public assistance agencies, two years' experience with large city private agencies. Good speaker and organizer. 7846 Survey.

EXECUTIVE SECRETARY, broad experience in family and child welfare, refugee service, administration, public relations, research. References. 7847 Survey.

EXECUTIVE—Boys' Supervisor or Assistant Superintendent. Broad experience with dependents and delinquents. Will locate anywhere. 7850 Survey.

Available for administrative work, lecturing, teaching, research: foundation, institution or agency: considered unusually competent lecturer and teacher: at present, head of social studies division with permanent professional tenure, reputable college: Ph.D. (Sociology): male, 38, married: settlement, camp administrative experience: able executive, interested in keeping alive during war social values and liberal arts ideals. 7851 Survey.

being stepped up in intensity, there is certain to be enough continuous solicitation to satisfy the most demanding. With the income tax making its impact upon millions of citizens who have not felt it before, and with the standard of living falling inevitably during the war, it is essential, if those whom Mrs. Burhoe describes are to make effective contribution, that it should be orderly and not spasmodic.

The War Chest is not the perfect answer, but the best yet found.

HENRY M. WRISTON
President, Brown University
Providence, R. I.

State Settlement Laws

TO THE EDITOR: In a perusal of the November *Survey Midmonthly,* I have noted the section entitled "Public Aid" and its reference to settlement. I was particularly concerned with the statement: "all other states have laws making from six months to five years residence in the state a prerequisite for eligibility to *any* public assistance."

Many states, and New Jersey in particular, have settlement laws which literally require residence in a municipality or the state for a given period, as a basis of eligibility for assistance. To some degree such laws are figuratively superfluous. In actual practice, individuals are not denied assistance on the grounds of questionable residence status, contrary to the general conception or misconception. In operation, the laws and practices are neither restrictive nor prohibitive. To illustrate, New Jersey is granting assistance to non-state residents to the extent of $200,000 annually. Although our laws permit removals, seldom is that provision exercised, and then only when conditions and circumstances warrant. There are many social implications involving individuals and families other than the mere granting of public assistance. Housing, school facilities, institutional and hospital care, delinquency and crime (to mention but a few), are all social factors and legislation must perforce be designed accordingly.

I am convinced that state settlement laws individually and collectively require drastic modification and simplification; primarily because of excessive administrative costs and wasted efforts in connection with this problem. However, going from one extreme to the other should be avoided. There is no assurance that outright abolition of settlement laws would not create ills and abuses affecting the relief individual and the general economic scheme that might far outweigh those existing under present policies and statutes.

Director CHARLES R. ERDMAN, JR.
Municipal Aid Administration, N. J.

Directory of Social Organizations (cont.)

Health

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado, Samuel Schaefer, Executive Secretary, Chas. J. Kaufman, M.D., Medical Director, Free, non-sectarian for needy tuberculous adults and children (kosher dietary). Maintains children's preventorium. Medical, educational, vocational, occupational, psychological, psychiatric and social services. Esther Cohen, director of Social Service and Vocational Therapy. Applications, New York area: 19 West 44th St., Philip Houtz, director; Philadelphia area: 1103 Widener Building, Harold Greenspun, director; Chicago area: 30 North La Salle St. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Health Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; National Director, D. Kenneth Rose; Medical Director, Claude C. Pierce, M.D.

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NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic field and other recreational facilities.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counselling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

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Is your organization listed in the Survey's Directory of Social Agencies? If not— why not?

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DIRECTORY OF SOCIAL ORGANIZATIONS

Child Welfare

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York City. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Edward P. F. Eagan, President; Edson K. Green, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, the Lincoln Recreation Center, 235 West 113 Street, the Forty-Ninth Street Craft Shop, 424 West 49 Street, the Tot Lot, 422 West Forty-Ninth Street, Camp Sebago and Camp Wakonda in the Interstate Park.

BOYS CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., James E. West, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

THE SAVE THE CHILDREN FEDERATION, INC., 1 Madison Avenue, New York, founded in 1932 for relief, guidance, and welfare of underprivileged children in neglected areas in this and other countries on non-sectarian and non-racial principles. Organization is working in the United States through local County and Community Committees, and rural social welfare workers, and overseas through affiliations with well established welfare groups. Invites interest and cooperation. Literature on request.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. M. C. Migel, President; Robert B. Irwin, Executive Director.

Foundations

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Arts and Social Work, Charity Organizations, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

THE GOLDEN RULE FOUNDATION—Incorporated March 1929 by special act of the Legislature of the State of New York, serves the American public as "a people's foundation," rendering to the average citizen a service similar to that rendered to their respective founders by well-known private foundations. This includes: 1, Study of needs as to strategic importance; 2, Stewardship education and stimulation of increased giving by promotion of (a) International Golden Rule Week, (b) Golden Rule Observance of Mother's Day, Thanksgiving and Christmas, (c) Religion and Welfare Program, (d) Daily Remembrance of War Sufferers Through Coin-a-Meal Globes; 3, Allocation of relief and welfare funds as grants-in-aid to institutions and agencies recommended by the Survey Committee; 4, Administration of trust funds for philanthropic purposes. These funds may be contributed as (a) Unconditional gifts, (b) Memorial gifts and funds, (c) Gifts on the annuity plan, (d) Private benevolent funds, (e) Bequests by will. Charles V. Vickrey, President, 60 East 42nd Street, New York, N. Y.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "no alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Fred K. Hoehler, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The seventieth annual convention of the Conference will be held in the form of three regional meetings scheduled as follows: New York City, March 8-12; St. Louis, Mo., April 12-16; Cleveland, Ohio, May 24-28. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

National Red Cross

THE AMERICAN RED CROSS—Administered through National Headquarters in Washington, D. C., and four Branch Offices in San Francisco, St. Louis, Alexandria, Va., and New York City. There are 3742 local Chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, First Aid, Water Safety and Accident Prevention, Junior Red Cross, Medical and Health Services, Nursing Service, Services to the Armed Forces, and Volunteer Special Services.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The Inter-Denominational body of the home mission boards of 23 denominations of the United States and Canada. President, George Pitt Beers; Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1411 Locust Street, St. Louis, Mo.

JEWISH WELFARE BOARD, 220 Fifth Avenue, New York City. Frank L. Weil, President; Carl M. Loeb, Jr., Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as parent body for Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of defense forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Karl J. Kaufmann, Chairman Ex. Com.; Miss Flora R. Rothenberg, Ex. Dir. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City. 1187 local Associations federated for Christian leadership and citizenship training among young men and boys.

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The 70th session of the National Conference of Social Work Goes on a War Basis

REGIONAL MEETINGS

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Cleveland, Ohio —May 24-28

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A more detailed program with further information is available in the Conference's January Bulletin. Send for a copy now.

National Conference of Social Work
82 N. High St., Columbus, Ohio

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